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CONFERENCE, COMMITTEES,
CONVENTIONS
AND HOW TO RUN THEM

EDWARD EYRE HUNT



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Conferences
Committees, Conventions
AND HOW TO RUN THEM

Conferences Committees, Conventions

And How to Run Them

By

EDWARD EYRE HUNT

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HARPER & BROTHERS, PUBLISHERS
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CONFERENCE, COMMITTEES, CONVENTIONS

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CONFERENCES, COMMITTEES, CONVENTIONS:

AND HOW TO RUN THEM.

By

EDWARD EYRE HUNT.

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INTRODUCTION

WHAT can be accomplished by conferences, committees or conventions?

What should meetings cost?

Who should call the members together?

When should meetings be called?

When and where should they be held?

How far ahead should plans be made?

What speakers and what subjects should be on the program?

How early should the members be informed of a meeting?

What should be done immediately before a meeting?

How should committees be named?

What limit should be placed on the size of committees?

What are the chairman's duties?

What are the secretary's duties?

What hints should be given to speakers?

How should publicity be handled?

How can the profit from meetings be estimated?

—These and similar questions are treated in this book.

The conference method must be nearly as old as the human race. At whatever stage fighting first gave place to discussion, this method was born.

Democracy with its emphasis on group negotiations and group decisions naturally has accelerated the tendency to make periodic adjustments of human relations as a result of investigation and discussion. The World War which destroyed or retarded so many things, pushed forward and gave new life to the conference method. Interallied high commands, commissions, and committees were almost universal while the war was on; and since the armistice we have seen a bewildering succession of local, national, and international gatherings called to deal with the problems of reconstruction.

There are good reasons for this development. Conferences are essentially a device for advancing collective thought, and in a healthy democracy the reliance upon collective thought constantly grows. Conferences are also important as a development of collective activity as distinguished from individualistic activity, and in this realm the method is developing new and vital uses. It is today our main reliance in working out common bases of action in the fields of politics, of science, and of economic and social welfare. In the future we must increasingly rely upon it. It is just as important in local affairs as in international politics, for every committee is a miniature conference with problems which are like those of larger bodies. Only the scale is different. The problem in every case is simply this: How can we conduct our group activities so as to get the largest amount of good from them?

Fewer and better meetings must be the rule.

Useful persons everywhere are now overburdened with committee, conference and convention assignments, largely because too little attention has been paid to making meetings efficient. "Don't put me on a committee!" is the plea of all too many men and women who have shown capacity for this form of service.

How many committee meetings are held every year no one can even guess. There must be at least ten thousand important conferences yearly, and annual conventions, which are periodic conferences of permanent organizations, are almost legion. Included in the membership of the Chamber of Commerce of the United States, for example, are four hundred or more national and trade associations, each of which, like the Chamber itself, holds at least one large meeting a year. In a single Department of the Government, during the fiscal year 1923-24, there were one hundred and fifty-five conferences; and in the preceding year there were three hundred and thirty-five—an average of more than one for every working day of that year.

Whether the gathering is commercial, professional, military, ecclesiastical, political, or what not; whether the organization is permanent or temporary; whether it is local, national, or international; whether it is a meeting of the members of a club, a chamber of commerce, a trade association, a board of directors, a labor union, a political party, or a learned body, makes little difference as to the basic principles involved in its proper conduct. The preparation

of an atmosphere and environment in which the group can set to work promptly and effectively is the first consideration. Manuals of parliamentary procedure are of no use for this purpose. Planning and preparatory work are all important.

It should be noted that the parliamentary method is militant as compared with the conference method which is cooperative. Manuals of parliamentary procedure inject into many meetings where no such rules are necessary the traditional punctilio of the duel. Formal motions followed by argument for or against them are of the essence of parliamentary practice. This practice cannot be wholly discarded but it can be minimized. "Hard feeling, suspicion, egotistic triumph, and chagrin, all come from treating as a battle what is essentially a problem. There are always two sides to a battle. There are two sides to an argument only when people are disposed to coerce rather than to collaborate. A really constructive argument has as many sides as there are interests at stake." (See, "*A Cooperative Technique for Conflict*," published by the National Conference on the Christian Way of Life, New York, 1924.) The creation of an atmosphere for fruitful discussion rather than the adoption of a fighting code is what is necessary to the success of most committees and larger conference bodies.

Like many other Americans the writer has been chairman, secretary, or member of a variety of organizations. The present volume is primarily a record of personal experience and observation. The

experience has been in the Government service and out of it. It has covered the day-to-day activities of Federal Departments and commissions, national and international conferences, philanthropic bodies, university boards, technical societies, trade associations and labor unions. It has involved experience abroad as well as at home. But, in addition, the manuscript has been criticized and enriched by the comments of more than one hundred and fifty correspondents, among them officials of the United States Government, the Chamber of Commerce of the United States, the American Federation of Labor, the Federal Council of the Churches of Christ in America, the National League of Women Voters, the General Federation of Women's Clubs, the National Women's Trade Union League, the American Association of University Women, the American Farm Bureau Federation, the American Engineering Council, the American Red Cross, the Young Men's Christian Association, the Institute for Government Research, the National Bureau of Economic Research, the Institute of Economic Research, the National Tax Association, the Pan American Union; trade association executives, social workers, lawyers, publicists, economists, psychologists, bankers, and impartial chairmen of industrial courts.

While the examples are usually drawn from the meetings of large bodies, the methods described are applicable to small meetings as well. The skilful chairman or secretary of a committee will find much that is useful to him in an examination of the experi-

ence of larger groups, if only because the problems of the smaller group are here "writ large."

The writer's purpose has been to make generally available a body of concrete experience, and to advance what Graham Wallas has called "the future art of rational corporate action."

EDWARD EYRE HUNT.

*Department of Commerce,
Washington, D. C.
June, 1925.*

Conferences
Committees, Conventions
AND HOW TO RUN THEM

Conferences, Committees, Conventions

CHAPTER I

THE PROBLEM

A GREAT French general once exclaimed, “Let history and principles go to the devil! After all, what is the problem?”

There is profound wisdom in the exclamation. History and principles must not be allowed to get in front of the problem. But after the problem is clearly seen, the next thing is to peer behind it and to find a solution for it in the light of human experience and sound reasoning, that is, in the light of history and principles.

The reader must first ask himself, “What is the problem of the committee, conference, board, commission, congress, or convention in which I am interested?” Next, he must ask, “How have similar problems been solved in the past?”

What is the Problem?—The method will be determined by the problem. Is the purpose of the prospective gathering:

1. To find the facts in a given situation?

2. To point out the needs which arise from the facts?

3. To develop a program of action in view of the facts and needs?

The first of these problems naturally leads to the second, and the second to the third. If there has been a preliminary investigation by an expert or experts, Number 1 and even Numbers 1 and 2 may have been completed before the general meeting is called.

If work has been in progress as a result of a program previously formulated, a fourth problem may present itself. The meeting, then, may be:

4. To review progress made under a program of action and to determine necessary readjustments.

It should be noted that in the case of 1, 2, 3 and 4, the problem is to formulate a statement of facts or needs, or a program of action. To this fact-finding, program-making type of conference the major portion of this volume is dedicated.

But the problem of the gathering may lie outside of these four. The meeting may be for propaganda. It may be intended:

5. To interest a wider public in a particular cause and to stimulate the enthusiasm of those already interested.

Again it may be:

6. To facilitate discussion and a general exchange of views, with no intention of drafting programs or of reaching decisions.

Or again:

7. To increase the membership of an association

and to stimulate good fellowship, with incidental discussion of problems.

This volume treats of temporary organizations, although the suggestions apply to permanent bodies as well. Chapters I to V contain directions applicable to the various types of gatherings just listed, but particularly to numbers 1 to 6. Chapter VI, "Trade Conventions and Conferences," and Chapter VII, "Conferences and Conventions of Technical and Religious Bodies," are concerned with additional material relating especially to types 6 and 7. Chapter VIII deals with "Diplomatic Conferences and Congresses"—program-making bodies in the field of international relations.

Political conventions are not given separate treatment.

For the member of a smaller group, such as a committee or board, whatever its problem, the sections from page 47 to 64 are especially suggestive.

The High Cost of Meetings.—The conference method is expensive in time, money, and effort. Even a small committee consumes the time of persons who presumably have other duties and responsibilities; and the larger the gathering, the greater the budget of time and energy. If ten, twenty, fifty, a hundred, or several hundred persons are brought together the value of their deliberations should at least be equal to the value of their separate services if each had remained at his usual task.

For this reason, if for no other, no pains should be spared to see that the preparatory work is adequate.

Judged by outlays either of time or money, the work of preparation may be only a small fraction—one tenth, one hundredth or even one thousandth—of the cost of the actual meeting. The work of planning and preparation will require the time of one or more persons; the committee meeting or conference will command the time of many more. The time of both the planner and the conferees should be spent in a way to get the most good out of it.

A two-day conference called by the United States Government to meet in Washington may require an expenditure of five hundred to one thousand dollars in preliminary preparation. The meeting will cost many times this sum. If fifty persons are brought together for two days' deliberations at their own expense, and if each is credited with what used to be the salary of a Member of Congress (seventy-five hundred dollars), the total contribution of these fifty members, including their transportation, board, lodging, and the loss of a day in coming and another in going, will not be less than seven thousand dollars. For one hundred conferees it will be more than fourteen thousand dollars. Every additional day means that each conferee contributes an additional forty dollars.

A sales convention may easily cost a firm ten thousand dollars. The annual meeting of various organizations costs from ten thousand to twenty-five thousand dollars. Many national conferences have cost fifty thousand dollars, and an international conference may cost one hundred and fifty thousand dollars.

The Versailles Peace Conference cost the United States alone more than one million five hundred thousand dollars.

Advantages and Disadvantages of the Conference Method.—The conference method is not only expensive; it is also limited in effectiveness. Conferences as a rule have only a brief life. They cannot cover much ground without a large amount of preliminary work; and, since they act under pressure, their results are liable to be superficial. They lack discipline and cohesion. They cannot be single-minded.

On the other hand, they provide a method for securing collective advice and assistance, and for devising programs. Committees, boards, commissions, and conferences can do admirable work if their basic limitations are clearly recognized and neutralized.

The conference method provides for a general exchange of impressions, and ultimate decisions are reached only after such exchange. There is no place in conference for a mere registration of stereotyped views. The formula or understanding which comes out of a meeting of minds must be the creation of the conferees. Trading votes or “log rolling” defeats both the spirit and purpose of such a gathering. Voting, indeed, as we shall see, has only a minor place in conference procedure, if it is resorted to at all; and the complexities and technicalities of parliamentary procedure are held at a minimum.

Of course, the thought and approval of numbers of persons can be secured through correspondence or by the visits of an agent. It must be determined

well in advance that the problem to be solved is so important or so complex that the desired collective thought can best be secured by calling a meeting.

The Conference Subject.—Planning is the primary need in the case of committee meetings or larger assemblages. The Standard Dictionary states that a committee is “a person or persons appointed or chosen . . . to give special attention to some matter or to perform some service”; and a conference is defined as “a formal appointed meeting for counsel, deliberation, or discussion on some special matter.” The “special matter” in every case must be kept clearly in mind. In almost all cases it should be plainly stated in the commission delivered to the committee or in the invitation which announces that a conference is being called. The more definite the subject or subjects, the more chance there is of definite accomplishment.

Unanimous Agreement.—If the purpose of the gathering is unanimous agreement, the planning should begin with that end in view.

Unanimity means that one member has a veto on the actions of all the rest. It means that it is impossible for one member to carry a positive proposal, but that his negative is final. If unanimous action seems necessary to success, the procedure should be so planned that those issues on which affirmative decisions can be reached, are thrust into the foreground, and those which are irreconcilable are kept in the background, if not eliminated altogether.

Unanimity may be dearly bought. It is well at

the start to be prepared to pay the price so as not to be bankrupted at the end of the proceedings.

Americans set much store on unanimity. British commissions and public bodies generally have minority reports if they discuss controversial subjects, no effort being made to get unanimous agreement.

It is highly important, then, at the start of a conference to decide what form of action it is to take; whether it is to be unanimous; whether unanimous action is to take precedence over minority and majority action; whether both types of action are to be made public; and finally, whether both majority and minority reports are to be treated as of equal importance with unanimous reports.

The Conference Call.—With a view to facilitating agreement, the call for the meeting should not only define its purpose, but it should come from a source which commands respect. The auspices under which the gathering is held will be propitious or not, depending in large part on what person or what group issues the call. They will also depend in part on the time and place of the meeting. For the conference, it should be remembered, begins before the members come together; and, especially in cases where the public is directly interested, it begins with the attention which the public gives to the call, and to the personality or to the group issuing the call.

The Docket or Agenda.—The call may provide the basis for the docket or statement of agenda (things to be done).

It is vital that the agenda shall impress the pro-

spective conferees as fair. Clearness, directness, brevity, logic of procedure are important; but fairness and the evidence of fairness are indispensable. The agenda may be prepared by the person or group calling the conference, or developed in correspondence with the prospective members or others who are interested.

Rules versus Flexibility.—The suggestions in this handbook are not inflexible; indeed, it may sometimes be desirable to do the very opposite of what is suggested. There have been conferences which were successful precisely because there was no preliminary definition of function in the conference call. A definition in such cases might have defeated the purpose; certainly it would not have helped. Conference between employers and employes where radical concessions are due from one side or the other may be of this sort.

Group Morale.—Anyone who has had much experience with group meetings is familiar with the fact that, at a certain stage of the proceedings, the group seems to take on collective life. This is usually after some achievement; sometimes it is a defensive measure developed after the group has aroused outside opposition. Too much regimentation, a procedure which is cut and dried, destroys this vital principle of conferences.

A clear explanation of what the conference is for, before it assembles, is more desirable than too much "managing" after the delegates meet.

Group consciousness of progress is vital to success.

If progress seems halting and uncertain, morale quickly degenerates, and it becomes increasingly difficult to go forward. Disagreement, negative action, disapproval are in many instances better for group morale than lack of action.

Group discipline and vitality are apt to grow with the life of the conference. As progress is made, there will be an increasing tendency among the members to believe that they belong to "the greatest show on earth," and this sense of high morale tends to modify their separatist tendencies. But while group consciousness is important to effective functioning, and frequently provides the stimulus to support the group accomplishment outside of the group itself, it also makes the members feel that the permanence of the group is a matter so vital that they may be tempted to prolong the group life beyond the period of its greatest effectiveness.

The conference planner and the chairman may avoid this difficulty by sharply limiting the purpose of the gathering, and by closing the proceedings when the main purpose has been served. A conclusion which is too abrupt is to be preferred to one which is too leisurely.

Put It in Writing.—As a part of the planning, one cannot emphasize too much the importance of putting things in writing. The committeeman or conference member who has a draft of the recommendations which he wants adopted, has an advantage over one who knows what he wants but has no draft to

submit. Mr. Ray Stannard Baker, in writing of the Versailles Conference, says:

"I have commented elsewhere upon the extraordinary efficiency, due to long training, of the British and French foreign offices. They always had a plan ready, and even if the basic idea came, as did that of the limitation of armaments, from Americans, the resolution which placed it before the Council was often the product of these experienced diplomats. There is, obviously, a great advantage in this, as these experienced negotiators well knew, for a plan tends to shape the views of everyone present and place other conferees in the position of critics." (Woodrow Wilson and World Settlement, Ray Stannard Baker, New York, Doubleday, Page & Co., 1922, Vol. I, p. 352.)

Beginning with the conference call and a calendar of operations, the agenda, the organization chart, a map of the rooms—if the conference is large—a register of members, a directory, rules of procedure, a record of important proceedings, press matter, and ending with a final published report, the importance of the written word can hardly be overstressed.

And the written word must be accurate. Nothing is so destructive to budding agreement as slovenly language. Both in writing and in speech, careful, clear English is a prerequisite to success.

Hints to Speakers.—The effective conferee must be able to speak to a large gathering as well as to a small one. Dr. Edwin E. Slossen, of *Science Service*, supplies the following useful hints to speakers:

"The first duty of a speaker is to make himself heard by everyone in his audience. This means that he must speak loud enough or distinctly enough so

that he can be heard without effort. A man may be excused for lack of fluency or eloquence or good stage presence or for failure of memory, but to fail to make himself heard in an ordinary room is without excuse. In the case of a large assemblage an amplifier should be used.

“Speakers should be warned that it is necessary to raise the voice and speak more distinctly when lantern slides or motion pictures are used than when the lights are on. One has to talk louder in the dark to produce the same effect.

“Many speakers have the bad habit of turning their backs on the audience and talking to their pictures or to their charts at the back of the stage. To obviate the necessity of turning round to see what picture is on the screen, the best auditoriums provide a little mirror on the speaker’s stand by which he can catch a glimpse of the picture behind him, as a chauffeur can of the road behind his automobile.

“Speakers using charts or blackboard should have them prepared and put up in advance. Thumb tacks are as bad as collar buttons to find, and they are worse to pick up. Tabular matter should rarely be shown on a screen or chart. Graphical forms are much more forcible.

“The table for the speaker should be a high reading desk, so that the manuscript or notes can be read without the speaker having to stoop and so smother his voice. The table should be lighted so as to make the manuscript easily readable, but not so as to shine in the eyes of those on the front seats.

"A glass of water should be placed within easy reach. A pitcher in a far corner of the platform will not serve the purpose. Water to a speaker is like a revolver to a traveller: he probably will never need it but when he does he wants it quickly.

"A speaker should hand his card or address slip to the secretary as he goes to the platform or leaves it, preferably with an abstract of his remarks. This is the only way to get things straight.

"Speakers should realize the difference between the presentation of a subject to the eye and the ear. It is a waste of time and worse to read long lists of figures. Columns of figures simply cannot be carried by the voice to the ear."

CHAPTER II

PLANNING

Summary.—Throughout this volume emphasis falls on planning. Whatever the project and whatever the procedure, however important the sessions may be and whatever may be their scale, careful preparation is sure to be justified in the final results. Planning is involved at every step: in the definition of purpose; in the determination of the place and date of meeting; in the selection of personnel; in the conference call; in the agenda; in the layout; in the conference program; in the selection of officers, committees or experts; in discussion; in contacts with the press, and in the preparation of reports.

The first matter to be determined is the subject or subjects of the meeting. It is good trade practice that this shall be determined a year in advance. Meetings of learned societies are also planned well ahead. In some cases the subjects may be assigned in advance for a period of years. But, of course, many committees and conferences are called to deal with emergencies, and in such cases the time allowance will be much less and the planning must be intensive.

Having determined on the subject, the duty of the conference planner is to provide the most effective

background and stage for action by the conferees. By the conference plan, then, is meant the arrangement of activities which make possible effective meeting and discussion; it does not mean the pre-judgment of the meeting or the substitution of the planner's ideas for those of the future conference. In general the subject should be one of sufficient importance and complexity, to require the deliberations of a group rather than the solution of an individual.

The procedure of the conference should be planned so that it will advance to a climax. The topics on which agreement is relatively easy, may be placed early on the program in order that there may be a maximum of agreement, and a sense of positive accomplishment near the start. But those matters on which a clash is probable, if not inevitable, should not be left to the end of the program, since this may lead the conferees and outside observers to feel that the gathering is ending on a note of conflict. A wise and tolerant summing up by the chairman or by some prominent member of the conference, will often give the right tone to the concluding session. The publicity values of the program should also be anticipated. All of these things should be considered in preparing the basic plan.

The conference subject or subjects are important in determining the place of meeting, if a choice is permitted. The conference planner must also consider what may be called the "atmosphere" of the meeting place; that is, its suitability as a "setting"; the geographical distribution of the membership; con-

flicts with other meetings; local advantages and disadvantages of the possible meeting place, such as transportation facilities, hotel, and other accommodations; and the question of rotation of meetings if the meetings occur periodically.

The conference subject will have an important bearing on the length of the conference. Hence the planner must have in mind other organizations which may be holding meetings at the same time or nearly the same time, as well as probable weather, trade, and other conditions. The subject will also determine to some degree the personnel. Conferees are practically always representatives of groups, and the interested groups may be asked for suggestions as to members or the choice may be left wholly to the groups. In the case of permanent organizations, a personnel committee may be desirable.

The conference call, which if possible should be made well in advance of the meeting, should be an explicit statement of the subject or subjects to be taken up. The agenda of the meeting may then be taken directly from the conference call. The topics of agenda should be carefully subdivided. The question form is frequently convenient for these topics. The agenda furnish the basis for the printed program of the meetings.

The conference planner will find a calendar of work indispensable.

The conference should be assembled in one building, preferably on one floor. The ground plan of the available rooms, showing the number of square feet

in each, is helpful in making committee and other assignments.

Both time and funds should be budgeted.

Place of Meeting.—The geographical distribution of the membership and their wishes, as well as the conference purpose, should be considered in planning for the meeting place. There may be a logical geographical center which would require a minimum number of "man-miles per member." This, together with the question of adequate transportation facilities, is a matter of some weight, since the relative distance to be travelled from home to meeting place is often an important factor in securing a large attendance.

The most economical city in the United States in which to hold national conferences or conventions remains to be determined.

The Civitan Clubs have adopted a novel device for calling out a full attendance at their annual meetings. The total mileage travelled by the members attending the meeting is divided by the total number of Civitan Clubs in the United States, and each club is charged its proportionate share of the total expense.

A monthly magazine called *World Convention Dates*, published by the Hendrickson Publishing Company, 1400 Broadway, New York City, gives information as to the meeting place, name of organization, date of meeting, name of secretary (with his address), whether the meeting is national, state, or regional, and the probable attendance for more than eighty-five hundred international, national, and state con-

ventions, exhibitions, banquets and fairs. This publication also gives the names and addresses of hotels, with the accommodations available for delegations, seating capacity of meeting rooms and banqueting rooms, and the period during which conventions are solicited.

The United States Chamber of Commerce publishes, on October 1 and March 1 of each year, a list of convention dates of national and trade associations arranged alphabetically and by months. Some four hundred organizations are listed.

Various local chambers of commerce publish lists of local conventions. The Chicago Association of Commerce, for example, has a convention bureau committee which publishes monthly a list of conventions to be held in Chicago during the coming month. The list for a single month includes more than one hundred organizations. The conference board of the Cleveland Chamber of Commerce distributes a form announcement of conventions secured for Cleveland, Ohio, giving the name of the association, the last meeting place, the date of the coming meeting, the estimated attendance, the secretary's or manager's name and address, and the convention headquarters.

In the case of commercial organizations, it may be advisable to hold meetings away from trade centers, thus giving the members an opportunity to devote their whole time to the deliberations.

In the case of a national association where the members are scattered over the entire country, it may be advisable to alternate the meetings between

East and West, always having in mind hotel facilities, recreational facilities, and local interest and aid. On the other hand, to hold meetings alternately in the West and East often has the disadvantage that the attendance is small, and that policies discussed and settled at one conference may have to be taken up again at the next.

Mr. Bruno Lasker of the *Survey* writes:

"The purpose of a conference may often be advanced considerably by the selection of a meeting place which is especially appropriate not necessarily because of its central situation but because of some special significance. For example, a recent meeting of the National City Planning Conference was held very appropriately at Baltimore, Maryland, where practically all the problems of major interest to the members found illustration in concrete projects which were then either studied or being carried out by that city. In the same way, a meeting of the International Conference on Consumers' Co-operation was held most appropriately at Basle, Switzerland, in 1921, not only because that city was suitably situated from the point of view of travel, but because in the last decade the Swiss cities of Zurich and Basle had perhaps made most progress among European cities in the practical development of consumers' co-operation and were able to show methods and results."

The "atmosphere" of the place where the conference meets may be very important. In business conferences held in Washington, it has been noted that members seem to lose the provincial and absorb the national point of view. On the other hand, certain conferences may take on a political color if held in the national capital.

The simplification conferences of the Department

of Commerce, which consist of business representatives and Government officials, have the following rule as to choice of meeting place:

"Select Washington, D. C., unless the industry is centralized at a point so remote from Washington that the expense involved in sending representatives to Washington would preclude securing representative attendance. Washington should be selected for the following reasons: 1. All the representatives are separated from their current business interests that interrupt and prevent continuous attendance. 2. It is centrally convenient for most industries east of the Mississippi. 3. It makes possible the holding of the meeting under the auspices and direction of the Department of Commerce. 4. It facilitates the securing of a talk by the Secretary of Commerce. 5. It allows of greater attendance and assistance by members of the Division's staff. Maximum attendance of representative men is the chief objective."

Because of the heat, Washington is not available during the summer months.

Length of Meeting.—There can be no hard and fast rule as to length of meetings. Experience, together with the nature of the agenda, will determine the time which should be allowed. In a few cases, it may be impossible to state how long the sessions will last. It is desirable, however, to forecast the exact number of days required.

There is a general tendency to reduce the number of meetings and to increase their length where necessary.

Selecting a Date.—The simplification conference rule of the Department of Commerce is:

"Approximate the length of time the conference will require. Plan for a one-day session under normal conditions. If it is anticipated that more than one day is necessary, determine if this is due to an incomplete survey or the allowance of too much time for 'getting started.' If so, the conference should be postponed until these details have been adjusted. One or two days is usually sufficient. It is rare that over two days are required, and if it should be due to the number of items to be discussed, it may be well to consider only part of the program, leaving to the conference the matter of whether the entire field of items should be finished at one time or whether the entire program should be divided into parts for committee recommendations.

"Select a week day that will close the conference on a Friday. If in doubt whether the conference will last one or two days schedule the conference for Thursday. This allows representatives to be home on Saturday or to use Saturday to 'sight see' in Washington.

"Select a date, within the two middle weeks of the month, at least two months ahead, excepting the summer months of July and August. Washington is uncomfortably warm in summer and it is the vacation period for industrial firms. The first and last days of a month are not as convenient to representatives as the intermediate days."

As to the hour the rule is:

"Select 10:00 A.M. (Eastern Standard Time) for Washington conferences. Train schedules are such that this time allows all out-of-town delegates to be present and on time."

In the case of commercial conferences or conventions, it may be well to avoid calling meetings about May 1 and October 1, as these are decided seasonal peaks in convention dates.

Interlocking Memberships.—Conferences and conventions sometimes sacrifice much of the support

which they might have obtained, if there had been a more consistent arrangement of schedules and meeting places, especially for those groups which are closely allied or related. For many organizations it is important to find out how many members belong to other organizations so that due regard may be given to interlocking memberships when arranging schedules of the several conferences or conventions in which they are interested. There is at present no central clearing house for such information.

American Engineering Council lists all meetings of engineering and allied technical organizations and these are considered before dates are set for conferences or meetings of members of the Council. As soon as dates have been set, other organizations are advised so that they will not choose the same dates.

The practice of holding joint meetings is commonly followed by such learned societies as those included in the American Association for the Advancement of Science and the National Conference of Social Work.

Personnel.—One of the frequent purposes of conferences is to present to the public a program of action; and the public is not a unit but is a hydra-headed creature with a vast number of brains, each head accustomed to look to its particular brain for guidance. A conference composed of "best minds" will include the acknowledged leaders of the special groups to which the future program of action is to be directed.

Practically every conference consists of the representatives of groups. Conferences are essentially rep-

representative bodies, and it is group expression which is desired of the members rather than individual expression. The member who suffers from an exaggerated ego may be a valuable citizen and a good husband and father, but he is almost certain to be a poor conferee or committeeman.

It is wise to ask the interested groups for a number of suggestions as to conference personnel, so as to have a range of choice. Both the matter and manner of consulting the groups which are to be represented are important. The advantages of a choice by those who are to hold the conference, as compared with a choice by the group themselves, should be canvassed.

The selection of personnel should be made in accordance with a consistent plan. In one of the important departments of the Government, there is a memorandum describing the types of men who have given the best service on conferences and committees. First place is given on this list to highly trained men who have been accustomed to act in the capacity of consultants, and second place to business executives who have been in the habit of giving directions. Work initiated by the department and supposed to be carried on in accordance with departmental policy, will obtain superior results from a committee of the first type. Where it is advisable to utilize the second type, the work should be carefully planned and some of it worked out in advance. The second type, however, should be employed if the findings of the conference or committee are apt to be questioned by the practical business man.

For one type of Government conference the following rule is in force regarding choice of personnel:

"The industry should be represented by executives with power to discuss policies, make decisions and take action to carry out the decisions. Representatives who are merely reporting delegates do not facilitate progress."

In organizations of a permanent character, the president may often be assisted by a personnel committee which keeps in mind the program of the organization and is constantly on the lookout for men who would make good committee members.

A card catalog of such names is useful.

The Conference Call.—A definition of the purpose of the meeting should be given in the conference call. The call should clearly define the terms on which the groups are to come together. This definition need not be detailed, but it should be explicit.

In Appendix A, pages 160 to 162, will be found the call of the conference on Taxation of Estates and Inheritances, held in Washington on February 19-20, 1925; and the call of the Sixth Annual Convention of the National League of Women Voters, 1925.

A definition of purpose which is explicit, but not too detailed, is to be found in the call for the establishment of an Allied Maritime Council in November, 1917. The call states that the conference is intended:

- (a) To make the most economical use of the tonnage under the control of all the Allies.
- (b) To allot that tonnage as between the different

- needs of the Allies in such a way as to add most to the general war effort; and
- (c) To adjust the programs of requirements of the different Allies in such a way as to bring them within the scope of the possible carrying power of the tonnage available.

There should be ample time between the date of the invitation and the date of the conference. The period, of course, will vary with the circumstances. The American Engineering Standards Committee which calls frequent conferences allows an interval of at least one month.

Agenda.—The statement of agenda may be taken directly from the conference call, or it may be framed in correspondence with the prospective delegates and others. The departments and standing committees of the National League of Women Voters, for example, frame a tentative program of agenda, which is distributed to the state and local leagues at least three months before the national convention. At a pre-convention conference of each committee and department, a completed program is then agreed upon and submitted to the national convention for final discussion and adoption.

The agenda provide the working program of the meeting and deserve most painstaking preparation. They should be comprehensive and absolutely clear.

If, as is apt to be the case, publicity is important, it will pay to consult a publicity adviser as to the arrangement of the agenda in order to get the full

news value. The attention which the conference will secure depends, in the last analysis, not so much upon the efficiency of the mimeograph machine or mailing clerks as upon the real news value of the events.

The topics on the agenda should be subdivided if only in order to break them up into their component parts, so as to facilitate taking action on the parts in their order before acting on the questions as a whole. This simple device often obviates an irreconcilable clash of opinions. The total question may represent a stereotyped point of view for one or more of the parties to the conference; but the subdivisions of the question are apt to have no emotional connotations, and can be examined more nearly on their merits.

An effective way to present the topics is in question form. This form suggests that answers must be given; *i.e.*, that something is to be done.

The following example is the work of Mr. F. G. Tryon, Statistical Adviser to the United States Coal Commission in 1922-1923. The entire statement of agenda is given in Appendix B, page 163.

"What conditions will yield plenty of coal at the lowest price consistent with decent living for the mine workers and fair profits for the owners, not merely in the present year but in the years to come?

- I. Are the workers getting a 'decent living'?
- II. Are the owners getting a 'fair profit'?
- III. How can the country be assured of 'plenty of coal,' and why has there sometimes been shortage instead of plenty?
- IV. Can the price of coal be lowered by reducing

any element of cost or profit, and still yield
'decent living' and 'fair profit'?

V. Is our coal being mined with reasonable regard
for the supply available in years to come?"

Proper presentation of the agenda will make easier the appointment of committees to examine one or more items. The subject divisions should be made with this object in view and numbered serially.

The agenda may be a very extensive statement indeed. Those prepared for the Railway Accounting Officers' Association which meets annually make a volume of five hundred printed pages—a book larger than the ordinary novel.

Another example of agenda given in Appendix C, page 168, covers the outline of discussion and program prepared by the Invitation Conference on Employee Representation under the auspices of the American Management Association, November, 1924. Still another is the agenda for the annual meeting of the C. R. B. Educational Foundation, February, 1925, to be found in Appendix D, page 172.

The chairman and secretary should make of the agenda a regular program for the conduct of each meeting, on which should be indicated the time allowed for each address or for discussion. It is sometimes desirable to furnish the members with copies of this program, so that they may see what is to be done and may mark the progress which is being made.

The program should include:

1. Meeting called to order.
2. Minutes of last meeting.

3. Reports of committees and officers.
4. Unfinished business.
5. Next meeting, if any, and how called.
6. New business.

If publicity is important to the success of the conference, conscious use should be made of everything in the planning of the program which will contribute to this end. The planner should ask himself at every step, "What is the news value of this topic? What values will the discussion reveal?"

Calendar of Work.—A calendar of operations is indispensable. An excellent example of what can be done in this direction is the calendar shown in Appendix E, page 173. This is the work of Mr. R. D. Skinner, Secretary of the Chamber of Commerce of the United States, in preparation for the thirteenth annual meeting of that organization on May 19-22, 1925. Important preliminary steps were scheduled more than four months in advance of the meeting.

The activities for the month of January and for the first week of February follow:

WORK CALENDAR FOR THE THIRTEENTH ANNUAL MEETING
WASHINGTON, D. C.

WEDNESDAY, THURSDAY AND FRIDAY, MAY 20, 21, AND 22, 1925
AND MEETING OF THE NATIONAL COUNCIL

TUESDAY, MAY 19, 1925

- | | | |
|---------|-----------|---|
| JANUARY | 7, 1925. | Order formal invitations. |
| JANUARY | 8, 1925. | Order badges. |
| JANUARY | 9, 1925. | Order credentials for National Councilors, Delegates and Substitutes. |
| JANUARY | 10, 1925. | Order hotel folders. |

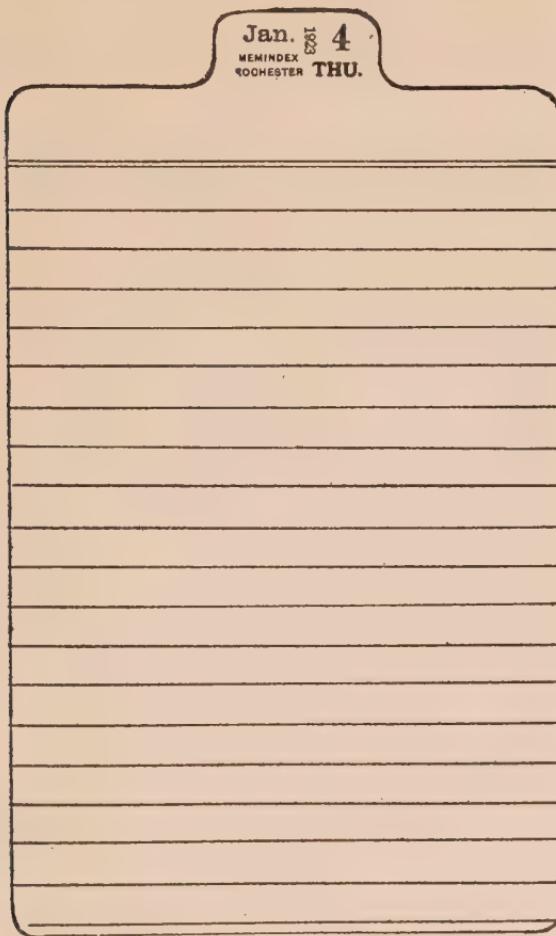
FEBRUARY 2, 1925. On or before send formal notice of annual meeting to the following:

1. Members:
 - a. Organization
 - b. Associate, including Associate Service Members
 - c. Individual
 2. Officers and Directors
 3. National Councillors and Substitute National Councillors.
 4. Delegates and Substitute Delegates, appointed or reappointed since last annual meeting, May 6-8, 1924
 5. Members of Committees
 6. Presidents of Organization Members
- Continue to send to each of the above as elected or designated until May 9, 1925.

The "tickler system" is a useful device for recording engagements. Dated card catalogs, such as those manufactured by the Memindex Company of Rochester, N. Y., are excellent for this purpose.

A large diary, with a week on two opposite pages, can be used to record all regular meetings, as far as a year ahead, with reminders written in at the appropriate dates, six months, four months, a month or so ahead. Such a diary is really a concentrated calendar of work. Many secretaries find it convenient to have a two weeks' or a month's calendar, with blank paper marked in squares for each day, on which their appointments can be indicated. This can be kept in sight as a constant reminder.

Layout.—The fact that the work of a conference is to be done in a brief period should not blind its



DATED CARD FOR POCKET FILE

planner to the great importance of an adequate layout. There is much false economy in saving space at such a time, for the wear on the nerves of the

members or the staff of the conference will be much more expensive than an adequate layout in the first place. Every effort should be made to house the conference, the committees, and the executive staff under one roof. Wherever possible, all should be on one floor. It is false economy to scatter the gathering, however large; in fact, the larger the gathering the more important it is to have it held together.

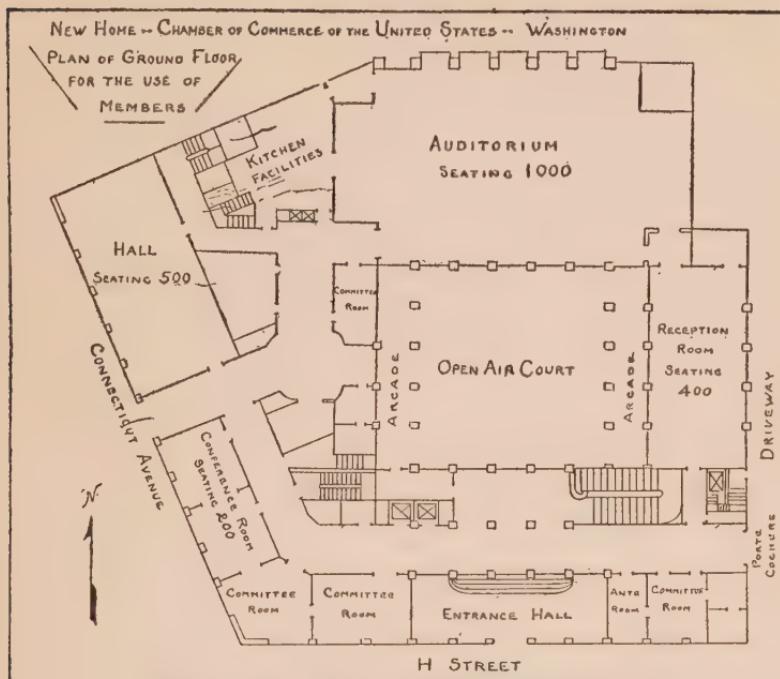
While the telephone will solve some of the problems, it can never create the definite physical sense of unity which is one of the valuable, even indispensable processes in any group activity, and the creation of which is especially important in a temporary organization. The offices of the chairman and the secretary, the conference room, and the committee rooms must be close together if good work is to be done.

If committees are inadequately housed, they may migrate to the hotel bedrooms of the individual members, where deliberations may be profitable but hardly systematic.

The secretary should make certain, in correspondence about meeting places, that there are adequate rooms and that they are contiguous. In the United States Chamber of Commerce building in Washington, D. C., for example, there are conference rooms for meetings of one thousand, five hundred, two hundred, and one hundred, as well as committee rooms of various sizes.

The ground plans of the first floor in the Chamber

of Commerce building and the seventh floor of the Department of Commerce, follow:



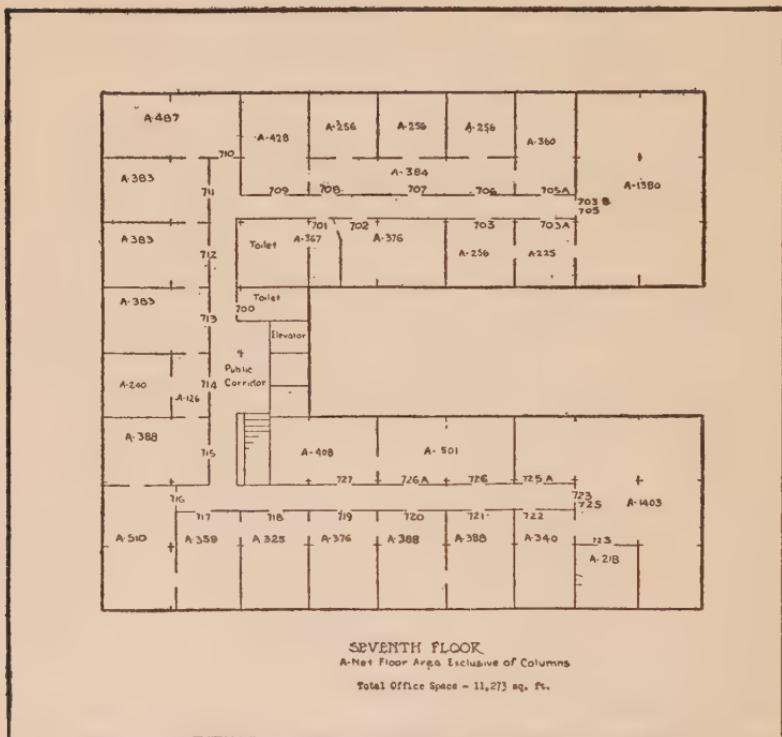
U. S. CHAMBER OF COMMERCE SAMPLE FLOOR PLAN

Such a plan is very important in assigning space to the various committees.

In large conferences a mimeographed map, showing the various committee room assignments, should be prepared and distributed to the conference members. Signs should also be posted on the doors of the committee rooms.

There are few things more important to the success of a conference than an adequate layout, and

few things more likely to be neglected. It is not only necessary that there shall be enough space, but it is often vital that there shall not be too much. In assigning rooms, it is better to crowd the gathering than to dwarf it by allowing it too much elbow-room.



U. S. DEPARTMENT OF COMMERCE SAMPLE FLOOR PLAN

It does no harm to a group for it to feel the walls pressing in on it; for one of the purposes of conference is to create a feeling of unity.

Miss M. P. Follett in "The New State" (New York, Longmans Green and Co., 1918), says:

"Mr. Gladstone must have appreciated the necessity of making conditions favorable to joint thinking, for I have been told that at important meetings of the Cabinet he planned beforehand where each member should sit."

Budgeting.—The conference program as a whole is the basis for the budget. The same value attaches to budgeting in conference management as in other kinds of management. Budgeting expenditures will make for more harmonious relationships among the various parts of the organization; it will help the management to visualize more clearly probable contingencies; and it will provide a standard by which results may finally be measured.

For successful budgeting the conference, if large, should be departmentalized, and each unit of the organization should be required to determine what it expects to do and the means which it will use. The program should be expressed in purposes and in dollars and cents, and subdivided into salaries, travelling expenses, equipment, and other important items. The budget should be recorded on a standardized sheet, subdivided into months according to the period for which it is made, and each month subdivided into items as suggested above.

The fact that such budget-making is difficult and that it will be modified by future determinations, does not alter the fact that it is essential to good organization and economical achievement.

The duty of the staff member who acts as comptroller will be to see that the expenditures of each

BUDGET

Activities	(1) Salaries	(2) Report- ing	(3) Travel	(4) Miscella- neous Services	(5) Supplies	(6) Miscella- neous Expenses	(7) Total Cost
A.....							
B.....							
C.....							
D.....							
Total.....							

organization unit are held within the unit's budget appropriation. To do this the comptroller should require a requisition before authorizing any expenditure. No expenditure beyond authorization should be permitted until an additional appropriation has been made by the proper authority.

CHAPTER III

ORGANIZING

Summary.—In organizing a conference, cut and dried methods are the antithesis of what should be encouraged, since these do not contribute to the creative process in the groups which are to be assembled.

But this does not minimize the importance of certain definite planning. The secretarial organization must be planned for. Thought must be given to the organization of committees, their subject and their personnel. If technical assistance is necessary at any stage of the proceedings, this must be considered in advance. Possible publications of the conference must be thought out. The planner may find the following questions of use:

1. **WHAT** is to be done, and **WHY**?
2. **WHO** is to do it?
3. **WHEN** is it to be done, and **WHERE**?

In the assignment of work three major functions are involved: (1) imaginative leadership, (2) engineering, which deals with organization and methods, (3) supervision and direction. The leader is concerned with policies and principles, and the unifying and coördinating of the personnel of which the conference is composed. The engineer or planner is con-

cerned with the determination and correlation of facts and the working out of methods for the application of the policies and principles determined upon. The supervisor or director is concerned with the problem of putting into effect these determinations in accordance with the plans of the engineer. The function of the supervisor or director is separated from the others in modern industrial management, because the qualities required are almost diametrically opposite to those which are necessary in the leader and in the engineer. In the actual conference the secretary will probably be both engineer and director.

The president or chairman is a sort of orchestral leader, and should be chosen with this function clearly in mind. His is a kind of moral leadership. It is his task to bring to birth, and to keep alive group consciousness and effective group activity.

The secretary, so-called, is primarily an engineer who works with pencil and paper at a desk rather than in the public eye, whose task it is to set the stage so as to enable other minds to do what his cannot do. He may also be the supervisor or director of the executive organization which he plans.

The secretarial organization has a wide range of important functions: financial, statistical, and literary.

The planner or engineer of the conference must have in mind the function of experts and the range of investigations, if any are necessary. The various types of possible publications must be thought out;

the number, size, and character of committees and possible agenda for their consideration. He must consider who is to name committees, how committee meetings are to be conducted, and finally the number and general character of committee reports which will be expected. The sources of information and the methods of investigation should be canvassed in advance, with consideration of the advantages and disadvantages of each. If questionnaires are to be used, their advantage and disadvantages must be understood.

The Chairman.—The ideal chairman is the recognized outstanding figure in the conference group, accustomed to authority, somewhat familiar with parliamentary procedure, and trained to committee work. Whether as presiding officer of the conference as a whole, or as chairman of a committee, it is a commonplace that the leader should be capable of leading. Leading does not mean driving.

In European conferences a professional president or chairman is sometimes employed, thus emphasizing the importance of technical fitness in the presiding officer. The International Labor Conferences of the League of Nations aim to select as chairmen of their committees persons who are known to have a certain amount of detachment from the matters to be discussed.

The individual or the group calling the conference may designate the chairman or the choice may be left to the gathering in accordance with parliamentary usage.

What Colonel Edward L. Munson says in "Management of Men" (New York, Henry Holt and Company, 1921), of personality in the army officer applies to the element of personality in the leadership of public gatherings:

"Personality in the officer is expressed by appearance, voice, dress, bearing, expression, intonation and gesture. . . . The esteem in which a commander is held by his brother officers is known to the men and gives proportionate prestige to him in their eyes. . . . Few successful officers have any appearance of haste or worry. . . . They do not consider that leadership ends in giving proper orders, but rather in so inspiring the men that they make a voluntary contribution toward the required purpose beyond the essentials of duty."

The chairman must above all things inspire confidence. He must be absolutely fair.

He need not have technical knowledge of the subjects to be discussed.

The chairman is primarily a harmonizer. He is the morale officer of the meeting. It is not his wisdom, but the collective wisdom which should result from the meeting. He should subordinate his own ideas until those of the conference begin to develop.

If the subjects under discussion are highly controversial, the chairman can prevent a premature crystallization of the issues such as will make a clash irrevocable. Indeed, as long as a controversial subject can be kept in a state of flux there is possibility of a constructive outcome; but as soon as it becomes stereotyped that possibility is largely destroyed. Conferences can easily be wrecked by a quarrel over

phraseology and a conflict of amendments. Whenever possible, discussion should precede, not follow, formal motions.

In an interesting book called "Joining in Public Discussion" (New York, Geo. H. Doran Co., 1922), Professor A. D. Sheffield says:

"Avert a premature clash of will. If the issue is a contentious one, the motion that brings it to a decision should be staved off until everything possible has been done to create a better understanding on it. This you can bring about by moving 'that the body resolve itself into a committee of the whole to consider'—the issue. A vote taken in committee of the whole does not bind the action of the body, so that the members—feeling less to be at stake in the vote—argue with less strain and combative-ness. The same effect can be secured in the regular body (especially when small) by moving to consider the question 'informally' before proceeding to act 'formally.' If the issue is already before the body, you can avert a rash and heated settle-ment by one of the postponing motions—either 'to postpone to a certain time,' or (if the issue seems confused) 'to refer to a committee'."

The chairman can disallow "questions of privilege" when they begin to be used merely as a way of heckling. He can also offer, at any stage of the debate, a summary of the arguments given thus far, and can use this as a means of deflating them and presenting them without their emotional content. He can insist that the meaning of motions and amendments be made clear. He can disallow efforts to coerce the meeting by parliamentary technicalities.

As Mr. Sheffield shows, motions are apt to be care-

lessly worded, and the chairman can do much to get factions together by suggesting tentative wordings for the amendment before getting it formally put. This draws criticism from both sides at a stage when they are in a critical rather than a contentious mood. It is in amending, as Mr. Sheffield shows, that the chairman has "special parliamentary openings to invite a consensus."

Parliamentary procedure, of course, is the result of centuries of experience with the conduct of deliberative assemblies. Even where it is disregarded, it is important that the chairman should be conversant with it. This matter will be considered further in Chapter IV.

The Secretary.—In Mr. E. H. Naylor's book, "Trade Associations, Their Organization and Management" (New York, Ronald Press, 1921), is a valuable description of the qualifications of a good association secretary. With certain modifications they are also the qualifications of a good conference secretary—one of these modifications being the possibility that the secretary may be a woman:

"A secretary," says Mr. Naylor, "should be distinctly a man's man, possessing such an appearance and with such manners and courtesy as will seem natural, unaffected, and genuine. He must be able to meet men, both individually and collectively, and discuss with them their problems. He must be able when necessary to speak in a convincing manner to an audience of men. He must possess above all that subtle quality which is almost impossible of cultivation, of instilling confidence in the minds of other men so that they will feel that he is one to whom they can trust their private affairs without a question as to his

integrity or his sincerity. All this requires both personality and ability. . . .”

The ideal secretary possesses two kinds of ability. He must be able to plan and also to direct. He will probably be the engineer of the prospective meeting as well as the supervisor of the executive force.

In his supervisory capacity the secretary is an operating vice-president rather than a recording officer. He should clearly understand, however, that it is not his purpose but the collective purpose which is to emerge from the meetings. The selection of the secretary may be left to the chairman or a special committee.

Assistant Secretaries.—It is wise to have no assistant secretaries, at least by that title, because the conferees like to receive attention from the secretary himself. In large gatherings this difficulty may be avoided by calling certain officials of the organization “executive secretaries,” “managers,” or “associate secretaries.” The staff should be selected by the secretary and should be responsible to him.

The Secretariat.—The secretariat is the office of the secretary; hence it also means the secretarial organization.

Perhaps no single feature of the conference organization is of greater importance than the secretariat. Its function in a large conference may include translation, interpretation, publication, charge of hotel and office accommodations, official reporting, printing of the proceedings, the equipment of offices or confer-

ence rooms, the expenditure of all moneys, accounting, the distribution of documents, notices, etc., and innumerable minor details.

Importance of Cohesion.—The characteristic defect of conferences is lack of cohesion. Simply to throw together a group of men or women and then to expect that in some way constructive work will come out of them, is asking too much, and yet this is not a too cynical picture of many public gatherings. The management of such a gathering usually develops a small corps of dependable workers who lay out a program after the meetings begin, and attempt to carry it through by main strength or finesse.

An effective way to combat the inevitable anarchy of such meetings is that adopted by the President's Conference on Unemployment in 1921, and the National Agricultural Conference in 1922. In each case the chairman and secretary of the Conference had been named well in advance, instead of leaving the selections to the conference as a whole after it had organized; and the secretary had named in turn a corps of secretaries of hypothetical committees so that when the committees were named the choice of a committee secretary was not delayed for collective action. There was thus a skeletonized central organization, providing rapid intercommunication, and quick action by the executive.

An organization with a permanent secretariat—such as a trade association—of course, does not have this difficulty.

Transportation and internal communications are

primary problems of conference management. The importance of bringing the conference together in a single building and, preferably, on a single floor has already been mentioned. This greatly simplifies the problem of transportation. A conference bulletin will help to solve the problem of internal communications. In a large conference the secretaries of committees should be brought together in staff meetings at least once a day, preferably early in the morning, for brief reports and comments and to hear a general statement from the conference secretary or other officers. The committee secretaries should be required to report to the general secretary in writing every night; and these reports should be edited and mimeographed for distribution at the secretarial conference on the following day, so that the staff can be kept in touch with what is going on in the various committees. This general report or bulletin of daily progress marked "confidential," and if necessary "unofficial," may also be distributed by the committee secretaries to the conference members. A copy of part of such a summary report or bulletin follows:

THE PRESIDENT'S CONFERENCE ON UNEMPLOYMENT

CONFIDENTIAL.—For Conference Members Only.

PROGRESS REPORT OF COMMITTEES

Monday, Sept. 26, 1921.

I. *The Committee on Organization and Policies:*

Mr. Henry M. Robinson, of California, was named Chairman of the Steering Committee. The Secretary of the Conference is to act as Secretary of the Committee.

A list of executive secretaries and committees was approved.

The general Conference is to be called for October 5 at 10 o'clock, in the Department of Commerce.

Assignments of rooms are to be arranged, and the committees are to meet and organize immediately after adjournment of the general Conference today.

Committees are to elect their own chairmen.

No agenda for committees were arranged for at this meeting.

II. *The Committee on Unemployment Statistics, etc.*

(Reports for each of the committees follow.)

Register.—A register should be provided in the secretariat where each member should sign his name, his home address, and his conference address, together with his telephone number. The register should be kept in alphabetical order.

In some conferences delegates register on cards provided by the secretary and collected by him at the end of the first session.

W. J. DONALD, MANAGING DIRECTOR
AMERICAN MANAGEMENT ASSOCIATION
20 VESSEY STREET, NEW YORK, N. Y.

- I attach \$3.00 - registration fee for the Annual Convention.
- I attach \$5.00 - covering ticket for the dinner on Thursday night Jan. 29.
- I attach \$2.00 - covering ticket for the luncheon on Friday Jan. 30.

Name.....

Title.....

Company.....

Address; Street.....

City..... State.....

Directory.—From the register a convenient conference directory can be prepared and mimeographed

Name (<i>last name first</i>)
City _____ State _____
Please check:
<input type="checkbox"/> President <input type="checkbox"/> National Councillor <input type="checkbox"/> Secretary <input type="checkbox"/> Committee Chairman
<input type="checkbox"/> Director <input type="checkbox"/> Member Other Capacity _____
of _____
Name of Organization _____
Hotel in Washington _____

U. S. CHAMBER OF COMMERCE REGISTRATION CARD

Name _____
Firm _____
Address _____
From what Association _____ _____ _____
Washington Address _____ _____ _____

U. S. DEPARTMENT OF COMMERCE REGISTRATION CARD

for immediate distribution to members, and to the press.

Information Service.—Where a special information service is necessary it should be a part of the secretariat. It may sometimes be combined with the service to the press.

The information officer should have a wide knowledge of practical details concerning local hotel and transportation facilities, and should be prepared to answer all questions from the delegates concerning the program of the conference, the whereabouts of other delegates, and the thousand and one other matters which will certainly come up. His office should be both the registration center and the information center.

Conference Bulletin.—Instructions to conferees may be conveyed through mimeographed or printed bulletins. The following is used in the simplification conferences held in the Department of Commerce:

CONFERENCE BULLETIN

When taking part in discussions, please rise, and give your name and that of the organization you represent. This will be of great help to the stenographers, reporters, *et al.*

Our Traffic Manager's office will gladly assist anyone desiring information regarding *train schedules and reservations*.

Call Mr. Potts, or Mr. Davis, Branch 143.

Telephone and 'phone book are available in Room 709.

Writing materials are also available in Room 709.

Stenographer in Room 708.

Telegrams may be sent through Department's Operator. Give your messages to the Stenographer in Room 708.

Drinking Water.—Taps, in Hallway leading from conference room.

Hotels, Restaurants, Cafeterias—

The nearest *hotel* is situated at 18th Street and Pennsylvania Avenue, one block to the left as you leave the building.

There are *restaurants* on both sides of Pennsylvania Avenue between 17th and 18th Streets—to the left as you leave the building.

There are *cafeterias* on “G” Street, between 18th and 19th streets,—two blocks straight ahead as you leave the building, and then to the left.

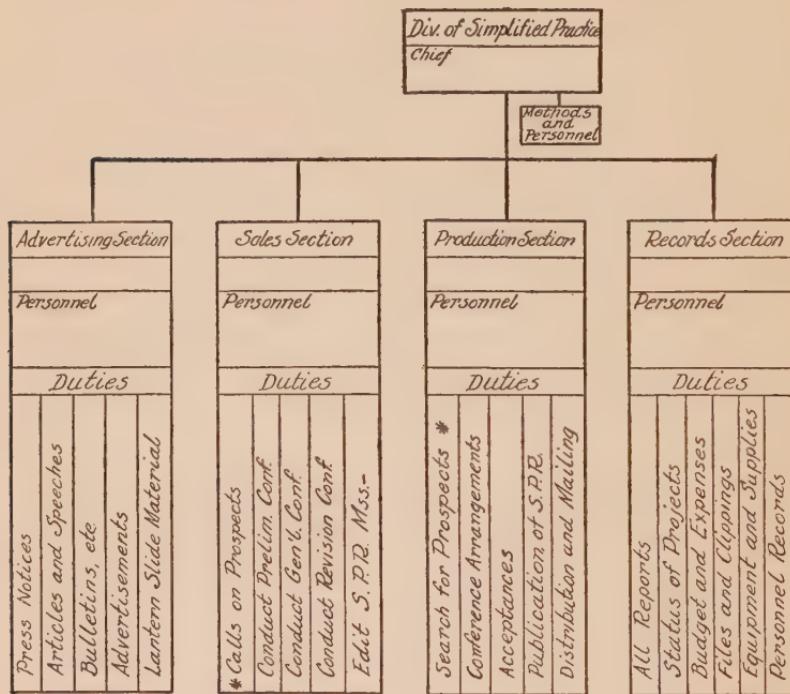
Men's Lavatory.—Room 701.

Organization Chart.—In a large gathering an organization chart is important; in a small meeting it is often helpful in showing where to turn for advice or assistance. The executive staff will find it helpful in showing lines of authority and responsibility.

Types of Committees.—In any large gathering the bulk of the work must be assigned to committees. A committee, as previously defined, is “a person or persons appointed or chosen by a larger number or by an organized body to give special attention to some matter or perform some service.”

The possible types of committees are almost as many as the services which may be required of them. Some are advisory, some are supervisory. The task of some is investigating and reporting, while that of others is executive. They may be assigned some special task, in which case they are called special committees, or again they may be permanent, in which case they are called standing committees.

The function and scope of the committee's work should be clearly stated in the motion or resolution which prompts its appointment; and a written commission indicating lines of authority, functions, and



U. S. DEPARTMENT OF COMMERCE, DIVISION OF SIMPLIFIED PRACTICE

Organization Chart of Internal Relations and Responsibilities

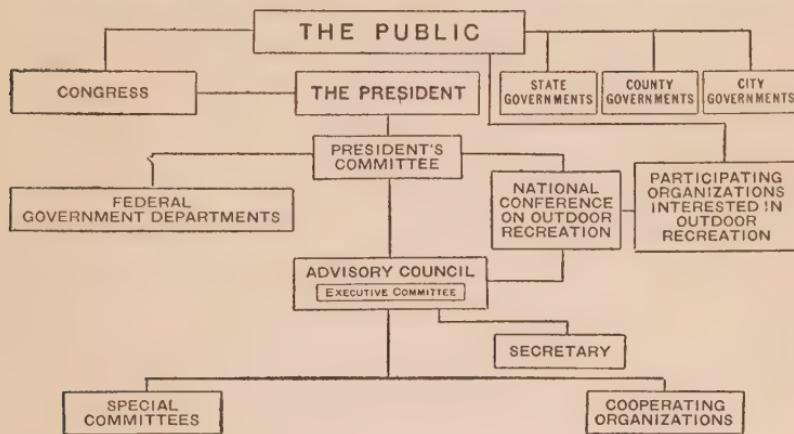
rules governing the committee's work should be provided. Written directions serving the same purpose as commissions to committees should be provided for each committee secretary.

Secretarial reports should be furnished under

standard headings and should relate closely to the minutes of standing committees.

A committee is a little conference, and the same rules which apply to conference procedure and make-up apply to committees, except that the procedure is less formal in the case of the smaller body.

DIAGRAM OF ORGANIZATION OF PRESIDENT'S COMMITTEE



NATIONAL CONFERENCE ON OUTDOOR RECREATION

Organization Chart of External Relations

Size of Committees.—There is no hard and fast rule relative to the size of committees. The purpose to be served, and the necessity of representing divergent points of view will govern the number named.

The National Conference on the Christian Way of Life, describing its "discussion groups," says:

"When the number rises much over twenty . . . the meeting tends to take on the public character of a forum rather than the face-to-face character of a group."

The Report of the Departmental Committee on the Procedure of British Royal Commissions (London, H. M. Stationery Office, 1910), says:

"We are also of opinion that there has been a recent tendency to make the membership of Commissions too large. The object in view is probably to ensure that various shades of opinion should be represented within the Commission, a consideration to which we attach little weight. Moreover, the experience of recent Commissions shows to anybody who examines their records that the expenses have tended largely to increase, which we attribute to some extent to the increased size of Commissions."

Twelve or fifteen may not be unwieldy in cases where a full attendance is not imperative, since the quorum for such a committee is not large and the voting majority is made up of relatively few persons. In a report on uniform cost accounting in trade associations, prepared by the Department of Manufacture of the Chamber of Commerce of the United States, the statement is made that the usual number of members of cost committees is between five and ten. Some committees have been made up of three members—"a desirable size frequently for the accomplishing of the greatest amount of work in a short time, but hardly large enough usually to be representative of the various factors in an industry."

The number twelve has a certain sanctity of custom, since it is the number of members of a jury—derived, it may be, from the fact that there were twelve Apostles—but twelve is often too large a number for effective work.

There was an ancient Greek rule that dinner guests should be "not fewer than the Graces nor more than the Muses." This rule might well apply to the membership of committees.

The head of a great commission of the United States Government states that his experience of more than twenty-five years leads him to believe that a committee of three is good in studying administrative problems, but that five is preferable in large matters where collective judgment is important. A committee of seven may be useful in very important matters. A committee of more than seven is a dead loss, nine being worse than seven, eleven being much worse than nine. Large committees divide the time in a rapidly mounting ratio, and it is simply impossible to get a real consensus of opinion.

Some, no doubt, would agree with the conference member who said that the best working committee is a committee of three with two sick in bed. A committee of one is a device too seldom used.

When a committee must, for any reason, be so large as to be unwieldy, it should be subdivided for the purpose of examining certain phases of the question submitted to it.

Dividing the total membership of the conference by ten will give approximately the minimum number of representative committees which can be appointed without naming any member twice.

Naming Committees.—The theory should be that the forming of committees is a function of the gathering as a whole. For convenience this function may

be vested in the chairman or in a committee of selection; but the conference body should not lose sight of its primary right to name committees, and the assertion of this right should not be held to be a reflection on the presiding officer. Sound preparatory work may be done in this field as in others. The qualifications of the various conferees for committee assignments should be examined and known in advance to the conference managers.

When the work of a large conference is divided and assigned to committees, it is important that every delegate be given a place on some committee in order that he may feel that he is at the conference for some purpose.

A committeeman becomes, for the time being, a specialist. From the point of view of the conference as a whole, he becomes an expert in his subject.

If the committee is to examine a controversial subject, it should, if possible, be so constituted that all factions and points of view will be represented. Reconciliation of divergent interests is far easier in committee than in open conference.

On some of the recent conferences held in Washington the following committees were named:

1. THE PRESIDENT'S CONFERENCE ON UNEMPLOY-

MENT

1921

1. Economic Advisory Committee. 2. Committee on Organization and Program. 3. Unemployment Statistics. 4. Employment Agencies and Registration. 5. State and Municipal Measures and Public Works. 6. Manufacturers. 7. Trans-

portation. 8. Construction. 9. Mining. 10. Shipping. 11. Public Hearings. 12. Foreign Trade. 13. Agriculture. 14. Publications. 15. Standing Committee.

2. CONFERENCE ON THE LIMITATION OF ARMAMENT

1921-22

1. American Advisory Committee. 2. Committee on Armament. 3. Committee on Pacific and Far Eastern Questions.

3. NATIONAL AGRICULTURAL CONFERENCE

1922

1. Committee on Agriculture and Price Relations. 2. Agricultural Credit, Insurance, and Taxation. 3. Transportation. 4. Foreign Competition and Demand. 5. Costs, Prices, and Adjustments, with the following subcommittees: 5a. in the Cotton Belt; 5b. in the Wheat Regions; 5c. in the Corn Belt; 5d. in the Dairy Regions; 5e. in the Range Country; 5f. in the Tobacco Districts; 5g. in Sugar Production; 5h. in Fruit and Vegetable Production; 5i. in Cost and Price Studies; 5j. in Negro Farm Problems. 6. Crop and Market Statistics. 7. Marketing of Farm Products. 8. Agricultural Research and Education. 9. A Permanent Forest Policy. 10. National Land Policy. 11. Farm Population and Farm Home. 12. Co-ordination of State and Federal Legislation.

4. THIRD NATIONAL RADIO CONFERENCE

1924

1. General Allocation of Frequency or Wave-Length Bands. 2. Allocation of Frequency or Wave-Length Bands to Broadcasting Stations. 3. General Problems of Radio Broadcasting. 4. Problems of Marine Communications. 5. Amateur Problems. 6. Interference Problems. 7. Interconnection. 8. Co-ordinating Committee.

5. NATIONAL CONFERENCE ON STREET AND HIGH-WAY SAFETY, 1924

1. Statistics.
2. Traffic Control.
3. Construction and Engineering.
4. City Planning and Zoning.
5. Insurance.
6. Education.
7. The Motor Vehicle.
8. Public Relations.

6. NATIONAL DISTRIBUTION CONFERENCE

1925

1. Collection of Business Figures.
 2. Trade Relations.
 3. Market Analysis, Advertising and Advertising Mediums.
 4. Expenses of Doing Business.
 5. Methods of Distribution.
 6. General Conditions Affecting Distribution.
- The chairmen of committees constitute a Steering Committee.

Committee Agenda.—The following interesting suggestions are from a small volume called “Community Leadership,” by Mr. Lucius E. Wilson (New York, American City Bureau, 1922):

“Call a committee together promptly after its appointment and before its members have time to cool. At the first session see that a typewritten step-by-step analysis of the committee’s task is laid before each member. If it is appointed to bring about the improvement of a road leading from the city, its task will be laid out somewhat as follows:

- “1. When shall we invite the County Road Commissioners to meet with us?
- “2. Who is to prepare a statement of the cost of the improvement and the parties benefited?
- “3. Who is to be ready with the law of this case?
- “4. What evidence of public interest in the improved road should we have to impress the Commissioners?
- “5. Should this evidence of public interest take the form of a petition in writing or a ‘petition in boots’?

- “6. Is there a particular individual whose ‘say so’ goes with the Commissioners?
- “7. What is the next step?”

Another question skilfully analyzed for examination in committee is included in a pamphlet called “The Question of the Right to Strike,” published by the National Conference on the Christian Way of Life. The analysis is included in Appendix F, page 178.

Committee No. VI of the National Distribution Conference, meeting on April 1, 1925, to study the general conditions affecting distribution, was supplied with the agenda and brief report of the chairman shown in Appendix G, page 181.

A handbook on how to organize and conduct a committee meeting is found in a pamphlet called “How to Run a Union Meeting” by Mr. Paul Blanshard, Secretary of the Rochester Labor College (published by the Workers Education Bureau of America, 476 West 24th St., New York City, 1923). The pamphlet deals with union meetings but would apply to committees of other bodies. The table of contents includes:

1. How to Start the Meeting.
2. The Order of Business.
3. Reading and Correcting the Minutes.
4. Reports of Committees and Officers.
5. Unfinished and New Business.
6. How to Make a Motion.
7. How the Chairman Should Receive a Motion.
8. What the Chairman Cannot Do.

9. Defeating a Motion.
10. Discussing a Motion.
11. The Previous Question.
12. Making a Point of Order.
13. Rescinding a Motion.
14. Amending a Motion.
15. Sending a Motion to a Committee.
16. Withdrawing and Changing a Motion.
17. Repeating a Motion.
18. Elections.
19. Adjournment.
20. How to Write the Minutes.

Finally, there are Hints for the Financial Secretary.

Hints for Drafting a Committee Report.—The report of the Departmental Committee on the Procedure of British Royal Commissions provides helpful suggestions as to committee procedure in drafting a report.

“When the evidence has been closed and the other information necessary has been obtained, the Commission should discuss the conclusions to which the evidence leads, and either with or without definite resolutions drafted by the Chairman an effort should be made to secure unanimity as to the line finally to be adopted.

“Association with his colleagues during the inquiry will have enabled the Chairman to appreciate the probable points of agreement and the possible points of disagreement. The discussion will show how far unanimity is likely to be ultimately secured. It should be the first care of the Chairman to make apparent the points of agreement, and to endeavor to extend

and to multiply them so far as friendly invitations to reconsideration and other legitimate forms of persuasion avail.

"If a substantial unanimity on points of principle is indicated, the Chairman should proceed with a draft report on the lines of the agreement arrived at, and the Commission should consider this draft Report paragraph by paragraph and point by point.

"During the discussion the draft Report will no doubt be supplemented, cut down, or modified, as the result of the discussion, but so long as unanimity as to principles can be preserved there should be every prospect of the Report being eventually signed by all the Commissioners.

"Where, however, the preliminary discussions disclose differences which foreshadow a Minority Report on the part of a quorum of the Commission, or even a dissentient Memorandum on any specified points on the part of a number of the Commissioners less than a quorum, or of an individual Commissioner, the Chairman should request the minority or the individual Commissioner, as the case may be, to formulate their conclusions as soon as possible at least in general terms in the form of a Memorandum, which should be circulated to every Member of the Commission. . . .

"If it is then found that no compromise can be effected, the Chairman, or the majority, if the Chairman is not in agreement with the majority, should proceed to draft the Report on the lines adopted by the majority, and the minority of the Commission, if of sufficient number to constitute a quorum, should meet separately and draft their Report, and these Reports should be signed at the time for simultaneous publication.

"This procedure is suggested in order to avoid the contingency of a Report in accordance with the views of the majority being weakened by concessions made during the discussion of the draft, which after all are ineffectual to secure the unanimity which was the object of making them. We are of opinion that all dissenting views ought to be in the hands of all the Commissioners before any Report is signed."

Committee reports should state:

1. The question or questions,
2. The facts bearing on the issues,
3. The interests involved,
4. The recommendations.

An effective form of report lists the questions in order, each question being followed by the committee's answer. Reports are further discussed in Chapter V.

Experts: Specialists versus Generalists.—The role of the technical expert is one which should be clearly defined in the minds of the managers of the conference, and in the minds of the experts. The expert is a specialist and there is a sound tendency to separate the work of the specialist from that of the "generalist."

In recent investigations the preliminary exploration of the ground has been left largely to the experts, and the program making to the principals. Sometimes this preliminary exploration begins far in advance of the conference meeting.

In the case of conference bodies which are to pass upon the results of an extended investigation, it is a matter of great importance to lay out well in advance an analysis of the situation and of the most promising lines of endeavor. A summary of previous activities in the same field will save much time later.

Skilful conferees will know when to turn to technical assistants; they will realize when they need expert help and will feel no self-consciousness in

making use of it. They will recognize the compartments into which human knowledge is divided. Men who will readily admit their ignorance of physics or chemistry often think themselves endowed with all knowledge in the fields of economics, and of political or social science. Needless to say the skilful conferee is not of this class.

The expert should know how to bide his time, and how to limit himself strictly to advice in that field in which he is an acknowledged expert. Also he must know how to present conclusions, keeping back his basic data until they are asked for.

A common difficulty with experts is that it is hard to unify the results of their separate studies. Each man sees his own problem, and frequently fails to relate it to the other problems in the same field. It is this difficulty, rather than contempt for expert knowledge, which sometimes leads the so-called practical man to sneer at the technical man. A tactful secretary or a preliminary editorial board will do much to remedy this difficulty.

Publication of Staff Reports.—The attitude of the conference on the reports of experts is a matter of importance. The tendency undoubtedly is to publish such reports with or without comments; but in the past, conferences and commissions have too often felt that a staff of experts was a body of servants, and that their reports could be suppressed or altered to suit the opinion of their employers.

In the matter of publication of staff reports, as in other matters, the conference should make known its

policy at the start so that the technicians may understand the precise terms of their employment.

The most advanced stand with which the writer is acquainted was that taken by seventeen engineers who were members of the Committee on Elimination of Waste in Industry, of the Federated American Engineering Societies (American Engineering Council), in 1920-21. The Committee adopted an original engineering method for assaying waste. It required the use of this method by the staff of some fifty engineers and economists who made the investigation. Having adopted the method, and having assured itself of the competence of those who were to use the method, the Committee then bound itself to publish the results, and furthermore determined upon the original principle that the Committee's own report should be a summary of the staff reports. The result was a unanimous report which represents, as nearly as was possible at the time, the scientific results of a unique engineering investigation.

Sources of Information.—Some of the more obvious sources of information in conference investigations are:

1. Current statistics, photographs, maps, charts and reports of Federal, State, county and local departments of the Government.
2. Similar data from trade associations and professional bodies.
3. Files of newspapers and periodicals.
4. Libraries.

5. Personal interviews or correspondence with those having special knowledge of the subjects under discussion.
6. Questionnaires.
7. Samples derived from experiments or tests.

The commoner methods of investigation are five:

1. Hearings.
2. Personal investigation.
3. Estimates from correspondents.
4. Questionnaires to be filled in by correspondents.
5. Questionnaires to be filled in by field investigators.

The method of relying on oral evidence should not be adopted without considering other available methods. Oral evidence is one of the most expensive methods, whether given in hearings or in the course of personal investigation. Traveling expenses, stenographic services or other clerical assistance make it advisable for the conference management to consider carefully the relative cost and value of the various methods. They must consider especially how far the ground has already been explored and what printed material already exists.

If public hearings must be held, it is desirable to consider asking prospective witnesses to submit a preliminary statement of the evidence which they desire to give. The report of the Departmental Committee on the Procedure of British Royal Commissions suggests the following steps:

- “(1) The names of proposed witnesses should be decided upon by the Commission, or by the Chairman at the request of the Commission, and in the event of unsolicited evidence being tendered the procedure as to proposed witnesses shall also apply.
- “(2) Any proposed witness should be asked to send in a full statement of the evidence he would be prepared to give on certain points mentioned, with liberty to the witness to append a full statement of any additional points which he may desire to bring to the notice of the Commission.
- “(3) The statement should be considered by the Chairman and the Secretary with a view to the exclusion of irrelevant or redundant matter.
- “(4) The statement should then be circulated to all the Commissioners with an intimation of the Chairman's view as to whether the witness should or should not be called. Where a statement has been edited and matter has been excluded, notice should also be sent to the Commissioners to that effect and they should be informed that the original statement can be seen at the Office for comparison with the edited statement circulated.
- “(5) If any objection is raised by any Commissioner as to the exclusion of a witness or as to the editing of the statement, it will be for the majority of the Commission to decide what course should be pursued.
- “(6) The statement in the form accepted by the Chairman or by the majority of the Commission, as the case may be, should be handed in as the witness's evidence-in-chief, on which the Chairman and the other Commissioners, having previously read and considered the same, should ask such questions as they may think necessary to further elucidate any of the matters referred to therein, or to obtain further information on relevant matters.

"(7) At any Meeting for hearing oral evidence the Chairman, as presiding officer, should have power to rule out any question when put which he considers inadmissible as being irrelevant or unnecessary. Any objection to the Chairman's ruling should be considered forthwith (the room being cleared during the discussion) and the decision of the majority of the Commission must prevail, subject to an appeal by the minority on any matter of principle (but not on mere personal questions) to the originating Department, who should not only be empowered, but required, to give a definite decision on any matter so submitted.

"It appears to us that the method of handing in a full statement to be printed as the witness's evidence-in-chief (referred to in (6) above) has the following advantages over other methods: (a) it is fully considered, readable, and in clear order as arranged by the witness, not broken in upon by questions and interpolations; (b) being already in print and the type being available for the printing of the evidence volume, a second setting up in type is avoided and no expense is incurred in taking it down in shorthand nor in transcribing it, and much time is saved which would have been wasted in eliciting the same information in a less readable form by means of questions and answers; (c) the Commissioners having read the questions in cross-examination, thus again saving expense for shorthand writing and transcription and for printing." (Report of the Departmental Committee on the Procedure of Royal Commissions, p. 9, 10, 11.)

Questionnaires.—The usual device employed in extensive investigations is the questionnaire to be answered by correspondents. The advantage of this method is that it is less expensive than first-hand investigation and it is often the quickest method for obtaining general information.

According to Professor Arthur L. Bowley:

"Questions should require an answer of 'yes' or 'no' or of a number. Questions should be such as will be answered without bias."

The defects of the questionnaire method are shown by the many questions which cannot be answered by simply "yes" or "no" or by a number, and those which cannot be answered without bias. It is also defective because the correspondent is apt to be only vaguely interested; and hence the questionnaire may not be returned, or, if returned, it may be incomplete or even erroneous. There is still another fundamental defect in the method, since, as Mr. E. C. Lindeman says in "Social Discovery" (New York, Republic Publishing Co., 1924), "Answers to inquiries are rationalizations, introspections, and are not subject to tests and measurements."

The best questionnaire ever drafted will have weaknesses. It is well to test it in a small scale investigation before embarking with it on an extensive study. The questions in a schedule should be such as to check up by internal correspondence; any question which is likely to be misinterpreted should be balanced by another which should in a measure verify the answer of the former. Again, questions should not be asked which require the making of deductions or drawing of conclusions from previous questions asked.

Some of the defects of questionnaires filled in by correspondents are eliminated if the questionnaires are used by field investigators. This is much the

best plan for extensive investigations. The method, however, is very expensive.

The questionnaire should in all cases be convenient in form and size, concise and clear in phrasing, and so arranged as to be easily understood by persons of average intelligence. If absolute accuracy is not required in the answers, this fact should be clearly stated.

CHAPTER IV

DIRECTING

Summary.—The active direction of the conference begins before it assembles; but, for convenience, a series of activities which take place the day before the meeting, and those on the day of the first session may be briefly summarized. The final stage setting involves a number of mechanical arrangements, many of which are apt to be slighted and most of which are vital to success. The size of the room in proportion to the number definitely expected; its freedom from noise, ease of ventilation, cheerfulness, location of lights with respect to the eyes of the speaker and audience, regularity of heat and noiselessness of radiators, elevation of platform, attractiveness of entrance, sound absorbing vestibule into outer hall with its probable noise of conversation, and the arrangement of chairs and tables, blackboards, projection lanterns, amplifiers when necessary, should be considered; and pads of paper, pencils, smoking accessories, water-pitcher and glasses, and a gavel for the chairmen, should be provided.

On the day that the conference meets a final check-up of the various arrangements should be made.

An organization chart may be of general use, and

if so it should be mimeographed. It can be enlarged and hung on the wall for ready reference or distributed to the conferees.

Some method of registration should be worked out. The information service should be in running order. Validation of railway certificates should be arranged for. Facilities for the press should be in readiness, and if desirable, seating arrangements for each member of the conference should be indicated.

Rules governing discussion should have been determined upon; and these should be made public in the form of motions at the opening session, or announcements by the chairman, or should be printed or mimeographed and distributed.

It may be desirable to make rules regarding voting. The general question of parliamentary procedure may be disposed of in the same way. It may also be desirable to discuss the question of public sessions. A general publicity policy should be determined upon together with consideration of the desirability of getting out advance press statements.

The Day Before the Conference.—As an example of the preliminary activities of the secretariat on the day before a conference, the rules of the simplification conferences held in the Department of Commerce are suggestive:

“Select personnel of the Department who are to assist in the conduct of the conference and assign definite duties to each.

“Consult chief of the Division as to assignment of members of the Division Staff to assist in the conduct of the general conference. The staff member in charge should hold himself in a

supervisory capacity, acting in an executive capacity only to see that all arrangements are completed, acting during the conduct of the general conference as an assistant on current details to the chief of the Division who will represent the Division at the conference.

"Two additional members of the Division should be made available to the staff member in charge for the duration of the conference and on the day previous.

"The division of work between these two persons should as far as possible be separated as to being mechanical and clerical: 'mechanical' having to do with such physical things as equipment arrangements and 'clerical' having to do with the registration, records and minutes of the meeting.

"Check up the readiness or availability of the following:

1. Meeting place.

- a. Chairs
- b. Table or tables
- c. Projection lantern
- d. Projection screen
- e. Coat racks
- f. Ash trays or cuspidors
- g. Blackboard, chalk and erasers
- h. Water pitcher and glasses

2. Memorandum pads—for presiding officers and for general distribution.

3. Copies of agenda.

"This work should be assigned to one assistant.

"Check up readiness or availability of the following:

1. Registration cards

2. Stenographer

"This work should be assigned to an assistant."

On the day of the conference, the rule continues:

"One hour prior to time of meeting have one person check arrangements.

1. Meeting place

- (a) Chairs, number and arrangement

- (b) Table for speaker
- (c) Table for stenographer or secretary of meeting
- (d) Projection lantern—in place
- (e) Projection screen—in place
- (f) Location of switchboard or means to extinguish lights
- (g) Coat racks
- (h) Blackboard, chalk, erasers and pointer
- (k) Water pitcher, glasses and water
- (l) Lamp for speaker's table, connected and in order
- (m) Buzzer or signal for operator of projection lantern
- (n) Lantern slides
- (o) Table at door for registration
- (p) Charts or enlarged photos of facts developed by survey—mounted and in place

"Have persons who will take charge of registration:

1. Place on speakers' table memorandum pads both for use of presiding officer and for general distribution if or when necessary
2. Place on registration table a sufficient quantity of
 - a. Agenda
 - b. Copies of Survey
 - c. Registration Cards

Provide sufficient number for distribution to each delegate.

"Have each person before entering meeting-room fill out registration cards. Give each person on entering a copy of the Agenda."

When provision has been made for an office for registration, an office for information, and validation of railway tickets, and a room properly equipped for use of the press, these and any other rooms which are to be made available should be plainly marked with signs. If others than the staff of the conference are apt to be asked about the location of rooms, they

should be provided with information as to time and place of meetings.

Registration.—The registration must be handled expeditiously. It is the first impression the conferees will get of the conference management; and if their time is wasted standing in line or if the clerks are ill informed and unable to keep up with the work of recording names, addresses, and other pertinent information, and furnishing such badges, cards, programs, or other material as may be provided, this initial impression will not soon wear off.

Starting on Time.—Next in importance is that the session shall start on time. An incredible number of hours must be wasted by those who are prompt in waiting for those who are not. The call of the conference should plainly state that sessions will start on the minute, and this statement should be lived up to. This is especially important in the case of the opening session for the reason that the conferees will derive their impression of the management from such facts as this, and will begin in a critical or contented mood accordingly.

Seating Arrangements.—If there is a special assignment, the seating should be directed by ushers and a diagram of the assignments should be provided at the door. If no special assignments are made, the ushers should see to it that the conferees are seated in such a way as to fill the sections close to the speaker's table or platform, avoiding wherever possible a spotty seating. Propinquity is of positive value; and, if the room is too large, it is much better

to have the back of it empty than to have the members scattered about.

By the time the members are seated, they should already have been impressed with the orderly and businesslike preparations for the meeting. Their minds should be prepared for interesting and important matters. If the object of the session is nothing more serious than entertainment and good-fellowship, it should start with the feeling on the part of the auditors that the occasion is something out of the ordinary.

It is important also to impress the representatives of the press or any other observers, with the fact that sound preliminary work has been done and that the management is in good hands. Newspaper men should be seated so that they can face the speakers. Coat racks should be provided so that it will not be necessary for them to pile coats on the tables in front of them; and, of course, paper and pencils should be conveniently at hand.

Opening the Meeting.—Ordinarily the meeting will be called to order by the president or chairman. But if there is no such officer, one of the members will take the chair and announce that the meeting will come to order and that nominations are open for temporary chairman.

Rules of Procedure.—If formal rules of procedure are necessary, they should be presented early in the first session. An example of such rules is shown in Appendix H, page 183.

Guiding Discussion.—Discussion, it will be observed, is the means, not the end. As Mr. A. D. Sheffield has brilliantly defined it, discussion is the method “by which the whole group is maneuvered into cooperative thinking, speaking, and acting.”

Planning for profitable discussion is probably the highest function of the conference management.

In a conference in which it is desirable to have an expression of opinion from everyone, the management can arrange for a simple rule limiting the time of each speaker, and can plan for one of the more distinguished members to speak early in the session and deliberately to overrun the time limit. A prompt rebuke of the speaker by the chairman, and insistence on the rule will lead the following speakers to observe the rule, feeling that there will be no discrimination. This harmless type of collusion between the chairman and a prominent member or members is frequently desirable in public gatherings.

A newly named conference member or manager should read, if he has not already done so, or re-read if he has, “Joining in Public Discussion,” by Mr. A. D. Sheffield. Mr. Sheffield shows that there are two questions which can be counted on to cut open the real issue in any discussion; namely,

1. What is it?
2. What of it?

He also shows that two similar questions reveal to the member the extent of his special qualifications; namely,

1. What do I know?

2. What do I care?

Making Discussion Efficient.—The purpose of limiting discussion is to give those who have something to say an opportunity to say it. This device should never be used for mere suppression.

A large clock, conspicuously placed where the speakers can see it, will sometimes assist the chairman and the audience in enforcing the rule which limits discussion.

In any large gathering, a certain amount of formality will be necessary in conducting effective discussion and printed rules may be desirable. An example of such rules is those which were employed by the National Immigration Conference held in New York City, December 13 and 14, 1923. They were prepared by the National Industrial Conference Board:

1. Discussion at each session will be confined to the particular Question under consideration at that time as outlined in the printed program.
2. Each speaker on any of the four major questions will be strictly limited to *Ten Minutes*. Speakers are earnestly requested not to embarrass the chairman by violating this necessary rule.
3. Those desiring to be heard are requested to fill out a *Speaker's Card* and send it to the chairman of the session. Preference in recognition by the chairman will be given to these requests.
4. Speakers will be afforded an opportunity to extend their remarks in the printed Proceedings, provided their manuscripts do not exceed 2,000 words and are sent to the National Industrial Conference Board not later than December 18, 1923.

5. Those whose requests to be heard cannot be reached because of lack of time, will, as far as practicable, be offered the same privilege of extension of remarks in the printed Proceedings.
6. No motion or formal vote on any question relating to Immigration will be entertained.

Alternatives to Voting.—The subordinate place which voting has in conference procedure has already been mentioned.

The Commission on the Church and Social Service, which is a part of the Federal Council of the Churches of Christ in America, usually has sitting in at its meetings, representatives from organizations which cannot belong to the Commission. A vote is rarely taken at these meetings, or if taken, represents simply the recognition of the consensus of opinion. The Council works by general agreement or by large majorities.

An interesting alternative for the head-counting method of voting is that followed in Quaker assemblies where the Clerk states the question and throws the meeting open to discussion, afterwards announcing the "sense of the meeting" as the result of the discussion.

The method followed by Mr. Herbert Hoover, Secretary of Commerce of the United States, as chairman of numerous important conferences is substantially the same as that of the moderator of a Quaker meeting. The following quotation is from the proceedings of the third Annual Radio Conference, held in the Department of Commerce, October 6-10, 1924:

"Chairman Hoover: The reports of the various committees have been submitted to you in mimeographed form. I suggest that the conference authorize their publication as appendices to the report of the whole conference which has been drafted by the co-ordinating committee and which I will now read to you for your action. I shall read the whole report and then read it again article by article."

(Reads the report and then the first article.)

"Is there any discussion? . . . If not, the article stands approved."

The point to note here is that disapproval of the agent's work (*i.e.*, the committee's report) must be voiced and discussed by the principals (the members of the conference), not registered in a silent vote.

Methods of Voting.—When voting must be resorted to, it should be conducted in accordance with customary parliamentary practice. The simplest method of voting is by voice—*viva voce*. The next is by "show of hands." The affirmative vote is always taken first.

Still a third method of voting is by rising. This may be resorted to where there is difficulty in deciding from the sound of the voices just which side has won.

"General consent" is an expeditious way of voting, the avoidance of the time-consuming methods of formal vote-taking enabling the assembly to take quick action if there is no objection.

Perhaps the most familiar method of voting is by ballot. This method should be resorted to where there is need of secrecy in the member's vote. It is

frequently desirable when electing members and officers.

Parliamentary Procedure.—While recommending elastic methods, the writer is not losing sight of the importance of more formal procedure and of the importance of thorough knowledge of parliamentary experience. Such manuals as Robert's "Rules of Order," Robert's "Parliamentary Practice" or Cushing's "Manual of Parliamentary Practice" have their place but they are very detailed—much too detailed for the guidance of the usual conference or committee. The necessary knowledge of types of parliamentary motions, etc., may be gained by consulting the sections in Professor Sheffield's volume, "Joining in Public Discussion," which are quoted in Appendix I, page 187.

Privacy in Deliberation: Publicity of Results.—On no point is there more popular confusion of thought than on "open covenants" and "secret diplomacy."

One of the reasons why public sessions are wise is that, in all matters of public interest, the public should have a part, either directly or through its representatives of the press, in measuring the particular merits of the conference proposals. To allow the proceedings, then, to be cut and dried is simply to lose a part of this advantage of open sessions. On the other hand, to close the sessions to the public is to foster indifference, if not suspicion. Because it is becoming more and more commonly known that the public is interested in diplomatic, commercial, professional, and industrial affairs, no association or con-

ference representing these activities can afford to consider itself a secret body.

On the other hand, the conference method must take account of the fact that the most vital forms of agreement take place in private; that they are not apt to be matters of quick growth; and above all that complete candor is much easier of attainment where there is privacy and where the number of persons is limited. There is nothing undemocratic in private sessions if they contribute to a genuine meeting of minds, and if the technique of open conferences, demanding as it does a certain formality or rigidity of procedure, makes difficult the slow and informal relationships on which a common understanding may be arrived at. There must be "a proper perspective between secrecy in deliberation and publicity in results."

It is obvious that open sessions give an opportunity to the popular orator who may address the gallery rather than his fellow members. This frequently is an advantage; it is also at times a great disadvantage. In any event it is not a matter to be left wholly to chance.

The Press and Other Mediums.—Among the various mediums for carrying the conference message to the public, the press comes first. Auxiliary devices are the moving picture, the lecture platform, printed matter (whether mailed directly or sent as advertising), the radio, the church, and the school.

A Publicity Policy.—First impressions are very important in the case of conferences. This is par-

ticularly true of the impression which is made on the public mind. Public opinion must be informed and promptly informed, and the task of interpreting the conference to the public must not be left to chance. The same thorough-going planning which marks conference procedure must be applied well in advance to the problem of interpreting results.

The most important thing to determine is that there shall be an approved publicity policy, in writing; secondly, that there shall be a designated channel through which publicity must be cleared. There should then be a recognized place and time to meet with representatives of the press—usually both morning and afternoon in order to supply both morning and afternoon newspapers while the conference is in session—and finally, facilities for shorthand reporting, typing, cutting stencils, mimeographing, assembling and distributing press matter, telephones, and, in some cases, direct telegraphic connections should be provided. If there is a public information desk, it may be well to combine this with the service to the press.

Publicity is rapidly becoming a profession, and the conference management will be well advised to engage a reliable and experienced publicity director, with an organization to support him.

In permanent organizations there should be a permanent publicity policy. For example, in the by-laws and standing rules of American Engineering Council, adopted in 1924, it is stated that:

“The privilege of attendance at all meetings of the

Assembly, of the Administrative Board, and of Committees, when not in executive session, shall be extended to any proper person, but this privilege does not include the right to speak or vote. Any proper person shall have the right to inspect and make true copies of the official records of all meetings of the Assembly, the Board and Committees.

"The Committee on Publicity and Publications is authorized to employ a publicity director whose duty, under the direction of the Administrative Board, shall be to prepare and supply to the engineering, technical and general press information concerning American Engineering Council and its activities."

Co-operating with the Press.—Apart from the general question of a publicity policy, there is the problem of co-operating with the press. The hobbies and personal customs of newspapermen must be understood and their wants provided for.

1. Washington, D. C.—In Washington, D. C., where there is an especially efficient group of newspapermen, any material which is intended for immediate use should be ready at 9 A. M., and must be ready not later than 10 A. M. for early editions of the afternoon papers on the day of publication. For home editions and for afternoon papers in the Far West, material of exceptional news value is acceptable up to noon. Material for the morning papers should be ready at 3 P. M. or as soon thereafter as possible. Such material has a great deal better chance of effective position if presented early. Stories given out early in the afternoon, should carry

plainly the morning release date, otherwise correspondents of western newspapers might break a release through inadvertence.

2. Small Town Newspapers.—Mail matter receives more attention than wire matter in the small newspaper, because it can be put on the press at odd times when other work is dull. Matter which comes over the wire when the presses are busy is at a positive disadvantage. Unless the time element on mail stories is important, it is best to set the release date about ten days or two weeks ahead of sending out the copy. This makes it possible for the material to circulate all over the country in advance of the publication date.

The four big wire services, such as the Associated Press and United Press, maintain what is called a supplemental news service, or "red letter" service. This is a mail service which goes to all of their newspapers. Because of the cheap method of handling, the press organizations devote much more space to an item which can be handled in this way. Wire stories must be cut to the bone.

Monday is the best day for the release of an important story on almost any subject.

Aside from the question of the day, the best results will probably be secured by selecting the afternoon, as the release time for all items of human interest. The purely commercial papers are the morning papers, and for that reason commercial stories should be marked "for morning use." Few of the afternoon papers pay much attention to

strictly commercial stories which have no human or sensational news value.

Practically all of the eleven thousand weekly newspapers published in this country come out at the end of the week. Thursday is the best release date for these papers, but copy should reach them by Wednesday. Thursday is also the best day for a release which is of interest to the trade press, as practically all of these papers close out on copy either on Wednesday or Thursday.

A "spot," or immediate release, should be avoided unless the subject is of unusual interest, or the time element is highly important.

3. New York City.—In handling publicity in New York City, the departmental diversity of the metropolitan newspapers must be kept in mind. There is a separate editor for the Sunday magazine, one for the rotogravure section, several for general news, one for the second section of the Sunday paper which goes to press early, and so on.

Sunday stories which get to the newspaper on the Thursday before publication, are apt to draw a good position in the second news section of the issue. Live news stories for Sunday are accepted by the papers as late as nine o'clock Saturday night, but the chances of drawing good space at that hour are small. Noon Saturday is the time of delivery for stories designed to go into the first news section of the Sunday papers. There is a fair chance of making the paper up to six o'clock Saturday night.

Sunday magazine stories are usually secured either

by having the story written and presented to the desired newspaper (exclusively) two weeks in advance of the date of publication, or by suggesting to the Sunday magazine editor about that time that he assign one of his own men to get a feature story if he thinks it worth while.

A story for afternoon release that can be mailed to the New York papers the night before will be on the editor's desk when he begins, at 7:30 A. M., to plan his first edition. It may make a "closed" page and be run throughout the day's many editions.

Pictures for rotogravure sections in New York must get to the papers nine days before the date of publication.

Press conferences in New York should be held at nine-thirty or ten o'clock for the afternoon newspapers and at three-thirty or four for the morning newspapers. These same hours apply to the delivery of prepared material at the newspaper offices.

The Associated Press, the United News, the Universal Service, and the New York City News Association should be invited to all the morning paper conferences in New York City; and the Associated Press, the United Press Association, the International News Service and the New York City News Association should be invited to all afternoon press conferences. There is no city in the United States where the use of a competent publicity agency is so helpful as in New York. In addition to the complexity of the daily papers, the headquarters of the great news associations are in New York, and there are more

than two hundred newspaper syndicates which will be found receptive to material prepared with an eye to their needs, or to tips on possible stories. A book might be written on the news possibilities for an important conference held in New York.

It is also worth while to remember that half a dozen motion picture news services have their headquarters in New York.

4. Chicago.—Chicago is one of the most difficult publicity fields in America, although the number of papers is limited.

There are five afternoon papers and two morning papers. The competition is keen. The exclusive story is more appreciated in Chicago than either New York or Washington. Between the two morning papers, for instance, the news competition is acute. If a good "feature" news story goes to either of these papers with the understanding that they have right of way on it, it is almost sure to get good publication; although if the news is of really national importance such a proceeding is not regarded as fair, and both papers should be informed of the facts.

The afternoon papers in Chicago run to feature stories, and any of them will assign a good reporter to write the high lights of a conference if the city editor is telephoned to and told whom his man can see and when an appointment can be made.

The Associated Press and the other great news agencies have important offices in Chicago, and should not be overlooked in notifications of coming events and news opportunities.

Publicity agencies in Chicago are not so well organized or recognized as in Washington or New York. Frequently an active newspaperman who can give part time for a week or ten days and who is thoroughly conversant with the local situation, can be of great help to a conference meeting in Chicago and desiring adequate publicity.

Formal statements should, of course, be mimeographed and distributed. If the day's proceedings are of general interest, an authoritative abstract should be prepared. It may be important at the start to consider the desirability of getting out advance statements.

CHAPTER V

RECORDS AND RESULTS

Summary.—The most important records of the conference are the minutes, and the report or reports. The recording secretary is responsible for the preparation and safekeeping of these, and all other conference documents.

In the case of printed reports, illustrative matter may be helpful.

How to put into effect the findings and recommendations of the conference, should be examined in the light of existing methods, available personnel, and available funds. The formulation of a follow-up program may be the duty of the conference as a whole, of a standing committee, of the official staff, or of collaborating organizations.

Minutes.—The minutes should be an impartial record of all motions passed at the meetings, and all reports submitted. They should be brief and exact. They should be signed and dated by the secretary.

The minutes of meetings of the Railway Accounting Officers Association furnish a good example of brevity and comprehensiveness. The records of a three-day session which dealt with a book of agenda of more than five hundred printed pages, cover less

than six printed pages. Certain sections of these minutes are quoted in Appendix J, page 191.

The typography used to present material of this kind may add much to its usefulness. In general, the sequential or tabular form is helpful.

After each meeting, the secretary should promptly write or dictate the minutes, making a copy for his minute book, and indexing for ready reference according to the subject of each vote. Each vote should be given a serial number. When a stenographic report is made, it is unnecessary to cumber the minutes with the names of those who made and seconded motions.

Reports.—The first question to ask in connection with the preparation of a report is “For whom is it written?”

It should be determined well in advance what policy is to be followed with reference to the publication of reports, as well as to their release to the press. If unanimous action is important, the managers of the conference should consider whether such action is to take precedence over minority and majority actions; whether both types of action are to be made public in the final report; and, lastly, whether both majority and minority reports are to be treated as of equal importance with unanimous reports.

In “Suggestions to Authors of Papers Submitted for Publication by the United States Geological Survey” (Washington, D. C., Government Printing

Office, 1916), Mr. George McLane Wood gives the following excellent pointers as to order of treatment:

"The order of treatment should follow the principle of first giving the reader a general idea of the subject under consideration before proceeding to detailed description—the reverse of the process by which the author usually arrives at his results. This suggestion applies not only to the whole report but also to the treatment of individual topics."

Mr. Wood also gives advice as to the preparation of copy for the printer. His book should be read by anyone preparing Government reports, and will be of service to others as well.

A brief and effective form of report is that in which the program of work is printed in the first column, the accomplishments in the second column, the name of the committee and the names of the committee-men in the third column.

When an extended report is to be made, every effort should be exerted to prevent the publication of a mere stenographic report of the proceedings. If it is necessary to print the transcript of the entire proceedings, an index must be prepared, or the publication is worse than useless.

In a volume called "The Preparation of Reports," by Mr. Ray Palmer Baker, Professor of English in the Rensselaer Polytechnic Institute (New York, Ronald Press Company, 1924), these documents are divided into

1. Information reports (periodic and special).
2. Examination reports.

3. Recommendation reports.
4. Progress reports.
5. Research reports.

All of these forms are of interest to those who are reporting the results of a conference. Professor Baker outlines a typical municipal report in the following form:

I. PREFACE

1. Title Page
2. Table of Contents. A brief outline introducing the reports included.
3. Letter of Transmittal. A formal statement of submission.

II. TEXT

1. For General Readers. A popular summary of the data and statistics in the next two sections.
2. For Special Readers.
 - A. For Experts. A general description of the plant and its operation.
 - a. Assigned functions
 - b. Incidental functions
 - B. For Statisticians. A financial survey.
 - a. Income
 - b. Expenditure

A model outline of a report is that of the late C. M. Holland, Chief Engineer to the New York State Bridge and Tunnel Commission and the New Jersey Interstate Bridge and Tunnel Commissions, shown in Appendix K, page 195.

Another form of general report, which is well adapted to general use, is divided into self-contained sections, the first giving the organization, plan and

the general recommendations, and the succeeding sections covering the main topics on which there was action. Each section in such a report will contain all of the significant material under that topic; for instance,

1. The members of the committee.
2. The recommendations of the committee as adopted by the conference as a whole.
3. The report of the committee.
4. Such abstracts from the basic information collected for the committee as throw light on the action taken.

A modification of this general form was employed by the Secretary of Commerce in his annual report for the fiscal year 1923-24, which covers:

1. Economic Progress.
2. Elimination of National Waste.
3. Legislative Recommendations.
4. Special and More Detailed Reports.

Illustrations.—Illustrative material will prove an effective addition to formal written reports. Diagrams or statistical charts—the common forms being the bar chart, the curve chart, the segmented circle and the organization chart—are useful devices to reinforce or to take the place of the printed word or tabular matter.

Illustrations are a relief to the reader's mind when it is surfeited with words or figures. Pictures are the easiest, and, at times, the most forceful way to impart information.

The Follow-up.—Some conferences serve their purpose by making a report and adjourning *sine die*; others require follow-up work, either through continuing organizations set up by them, such as standing committees, or through permanent bureaus or co-operating organizations.

There should be the same cautious analysis of the cost of the follow-up work as there is of the cost of the initial conference.

A central office, whose duty it is to foster and stimulate interest through publicity and other means, may be worth many times what it costs. In the case of the Conference on Street and Highway Safety (1924) where the recommendations of the conference were intended primarily to stimulate state and local action, it would obviously have been wasteful simply to present the reports, and then to trust to unaided local initiative to put them into effect. The follow-up in a case like this is really in two parts. First, the pressure which can be exerted through the members of the conference on the national and local groups of which they are a part; to make this pressure effective, it is important that the conferees shall have been in complete sympathy with the findings of the conference as a whole; that they shall have been genuine representatives and leaders of their groups; and that they shall be supplied with publicity material for local use after the conference has adjourned. The second part of the follow-up is the preparation and dissemination of publicity material, which can best

be handled by a competent professional publicity organization.

The same rules apply to the release of this material as apply to the general conference publicity while the general conference is in session, but it is important in the case of a national conference to see that the material is presented with as much local color as possible. An example was the publicity prepared in connection with the Northeastern Super-Power Conference (1924). Local facts and local names were used with great effect in this publicity, and the result was a local rather than a national story which was widely featured in the newspapers of the North-east. The same method is followed at the Annual Conferences of Health Officers and Public Health Nurses of New York State. At the conclusion of these conferences, a mimeographed news letter is handed to each delegate so that he can hand it to his local paper. The local interest is featured by using the name of the local delegate in the first sentence. The letter begins:

STATE HEALTH CONFERENCE AT SARATOGA SPRINGS

Dr. Health Officer of
Miss Public Health Nurse

was a delegate at the twenty-fourth annual conference of local health officers and public health nurses of New York State, which was held at Saratoga Springs, June 24th, 25th and 26th. (Dr.) (Miss) reports that this year's conference with a total registration of 1035 was one of the most successful ever held.

A third type of follow-up which should be considered, is the question of continuing investigation of the subject or subjects acted upon by the conference. In this case, a research body must either be set up, or the services of a permanent organization must be obtained.

A further possibility is that of calling the conference together at a later date to consider further material or to devise new policies. The same problems then arise as arose with the initial calling of the conference. In general, it would seem much better to set up a standing committee or similar executive body to act for the conferees rather than to bring the members together again at great expense of time and money. In some cases, however, where the initial conference was obviously a preliminary meeting, such as the National Distribution Conference in January 14-15, 1925, this objection does not apply.

The Federal Council of the Churches of Christ in America finds that, while intermittent conferences accomplish valuable results, their effectiveness is greatly increased when they are part of a continuous program. They must be followed by subsequent and more detailed conferences which take up new aspects of the problem, and by study groups, organization of forums, and the like.

“Conferences are likely to be futile stimuli, whose energies are dissipated wastefully, unless given subsequent expression in organized ways.” (Letter from Dr. Worth M. Tippy.)



Franklin D. Roosevelt,

PRESIDENT OF THE UNITED STATES OF AMERICA

To all who shall see these presents, greeting:

Dear Mr. Chairman of the Conference on Unemployment
and to all whom it may concern:
Herbert Hoover

I do afform now,

Chairman of the Conference on Unemployment
and to all whom it may concern and for the better of said Office according to law and
so have and to hold the said Office with all the rights and emoluments thereunto lawfully appertaining,

In Testimony Whereof I have caused to be afformed this month of August and
Mr. Paul of the Department of Commerce of the United States
so afformed affored. Given under my hand in the City of Washington, the
Fifteenth day of January in the year of our Lord one thousand
one hundred and forty five and of the Independence of the United
States of America the four hundred and forty fifth

Franklin D. Roosevelt,
President of the United States
Secretary of Finance

Certificates of Service.—Ocular evidence of participation in the work of important committees or conferences, is always welcomed by the delegate and may stimulate further service on his part. A document, similar to that on page 93, signed by the President of the United States and countersigned by the Secretary of Commerce, was given to the members of the President's Conference on Unemployment.

Measuring Results.—In measuring the effectiveness of national newspaper publicity, a simple standard may be used. For example—the average rate for newspaper advertising the country over is probably fifteen dollars per column. The clippings will average about 35 per cent of the actual insertions. A column, then, of publicity as shown by the clippings may be roughly considered to represent three columns of publicity.

At advertising rates of fifteen dollars a column, this means a value of about forty-five dollars.

The ratio of editorials to news matter is, of course, important. If 10 per cent or 15 per cent of the clippings represent editorials it indicates that the publicity has been effective.

Before the recent Conference on Street and Highway Safety met it had received more than five hundred pages of newspaper publicity, 30 per cent of which was editorial.

If legislative results are aimed at, it should be easy to measure them in terms of bills passed; if increased business, this can doubtless be estimated.

Less tangible results may be hard to measure, but an accepted yard stick determined upon in advance,

should be available in every case. The results should at least justify the expenditures on preparatory work, and the time and money consumed by the staff and the committeemen or conferees. In the case of a hypothetical Washington conference, these may be measured, as suggested in Chapter I, page 4, on the basis of average yearly salaries per member of seventy-five hundred dollars. On this basis a committee of five meeting for two hours represents an outlay of about fifty dollars. A two-hour session of a conference of fifty members represents an outlay of five hundred dollars. The total expense, including travel, of a two-day conference of fifty members for which the preparatory work has cost one thousand dollars, will not be less than eight thousand dollars. Results in every case should be shown to justify the expenditures of time and money.

CHAPTER VI

TRADE CONVENTIONS AND CONFERENCES

Summary.—The principles, which apply to conferences in general as described in the preceding pages, apply to the planning, organizing, and management of sales conferences or trade conventions. The preliminary test of the advisability of such a gathering will be, “What will be its value? What will it cost?” Other questions to consider are, “Is it necessary to have a general convention or will regional meetings do the work? Shall the convention be an annual affair? What is the best time of year for it? Where and when shall it meet? What committees are necessary to prepare for it? How far ahead shall they be named? What will be needed in the way of hotel accommodations, literature, exhibits, and entertainment? How can the sessions be planned to avoid an anti-climax and to make sure of a climax in effectiveness?”

An answer must be given to each of these questions, and the answer should be put in writing so that it is a matter of record. Failures as well as successes should be noted for future reference.

The program of the sessions should cover the entire period, luncheons, dinners, and all. This program may or may not be distributed to the members,

depending on whether or not suspense will increase their attention.

The program of the tenth annual meeting of the National Association of Commercial Organization Secretaries (1924) carries on the cover these helpful hints:

REGISTER PROMPTLY
WEAR YOUR BADGE
GET ACQUAINTED
MAKE YOURSELF AT HOME
ALL SESSIONS WILL START PROMPTLY
BE THERE

An Outline on Handling Conventions.—The Organization Service Bureau of the Chamber of Commerce of the United States has recently issued a pamphlet by Mr. John N. Van der Vries, Manager of the Northern Central Division, entitled, "The Handling of Conventions." The pamphlet calls attention to the fact that local convention bureaus and chambers of commerce should be utilized to the fullest extent by the national or regional association which is planning to meet in their locality. The pamphlet also points out that conventions should pay as they go—a convention tax sufficient to cover all expenses being levied when necessary. This tax may be in the form of a registration fee; often it may be arranged on a sliding scale according to the number of events in which the delegates plan to participate.

The outline summarizes matters to be attended to by the convention secretary or his assistants. The material is not in strictly chronological order, but

should be valuable to anyone who is arranging a meeting of a trade association or a trade convention:

CONVENTIONS

1. *Time and Place of Convention*
 - a. Determined by By-Laws, Previous Convention, Board of Directors or other authorized body.
 - b. Investigate probable conflicts before making definite decision.
 - c. Consider—
 1. Relative merits of large cities, railroad centers, resorts, etc.
 2. Value of rotation throughout territory covered by members.
2. *Work Calendar—fixing definite dates for*
 - a. Preliminary announcement giving Time and Place,
 - b. Publicity items,
 - c. Follow-up letters,
 - d. Information relative to Hotels and Rates,
 - e. Securing Reduced Railroad Fares,
 - f. Sending out credentials,
 - g. Ordering badges, registration cards, and other convention supplies.
3. *Appointment of General Convention Committees*
 - a. Program
 - b. Resolutions
 - c. Nominations
 - d. Auditing
 - e. Necrology
4. *Appointment of Local Committee on Arrangements*
(Duties assigned to local committee should be specific.
This committee should work in close harmony with local convention bureau, if one exists.)
 - a. Meeting Places
 1. Registration, Information and other offices where all business should be localized.

(The secretary should furnish definite information as to number and size.)

b. Hotels

1. Headquarters
2. Number of rooms available and rates
3. Other conflicting conventions

c. Details

1. Accommodations for Press
2. Decorations
3. Music
4. Local Participation in Program
5. Banquet—

(Price, Menu, Program, Seating arrangements, Stunts)

6. Special Program for Ladies
7. Local Publicity
8. Police and Fire Protection, if any
9. Exhibits

5. *Program*

- a. Value of Perpetual Convention File
1. Suggested subjects and speakers
 2. New Lines of activity
 3. Reactions on visits to members

b. Suggestions in Building Program

1. Balanced Program—Top lines at Beginning and End.
2. Definite Keynotes—valuable in selling convention—old subjects in new dress.
3. Recognize distinction between new and established associations.

c. Special Features

1. Roll Call
2. Committee Reports
3. Group Meetings
4. Luncheons

5. Fillers, and Backing from Floor
6. Question Box
7. Golf and other diversions.

d. Speakers

1. Definite understanding as to time of appearance, length of address.
2. If outside speakers,
 - a. Definite understanding as to expenses and honorarium,
 - b. Learn time of arrival and arrange for meeting them,
 - c. Have hotel reservations made.
3. Get advance copy of address, where possible.

6. *Transportation—Rates*

Two possible plans and advantages of each.

7. *Supplies and Help*

- a. Badges—of different colors
- b. Registration cards
- c. Filing Cases—index cards, etc.
- d. Placards
- e. Tickets for special functions
- f. Envelopes
- g. Information cards, for use of reception committees, etc.
- h. Pamphlets, sample publications, etc.
- i. Typewriters, stenographic help, reporter, etc.

8. *Convention Bulletin (Program)*

- a. Program of Business Sessions
- b. Social Functions, etc.
- c. Committees—personnel, time and place of meetings,
- d. Financial obligations to be met
- e. List of registrations and hotels where stopping.

9. *Checking up Schedule*

Notify each person to whom special duties have been assigned as to your time of arrival and when check-up is to be made.

10. On Arrival

- a. Check up on all delegated functions according to schedule in 9.
- b. See that local arrangements are perfected, offices arranged, placards posted, etc.
- c. Be ready to furnish President with
 1. Copy of program and changes,
 2. Suggestions for committees,
 3. Information relative to speakers to be used in introducing them,
 4. Announcements to be made,
 5. Greetings from absent members, other associations, etc.
- d. Confer with President and Board of Directors on program, rehearse high spots, arrange for "cappers," "Fillers," etc.
- e. Appoint one medium to handle announcements, changes, press stories, etc.
- f. Arrange handling of financial matters.
- g. Be sure and delegate as much detail as possible, so that you can give necessary attention to general supervision.

11. During meetings

- a. See that sessions start on time.
- b. See that speakers are introduced to presiding officer at least.
- c. Stay near the presiding officer and assist in direction of meeting.
- d. Have all announcements made at proper time.
- e. Check with official reporter and see that copies of all prepared addresses are obtained, etc.

12. At Close, before departure

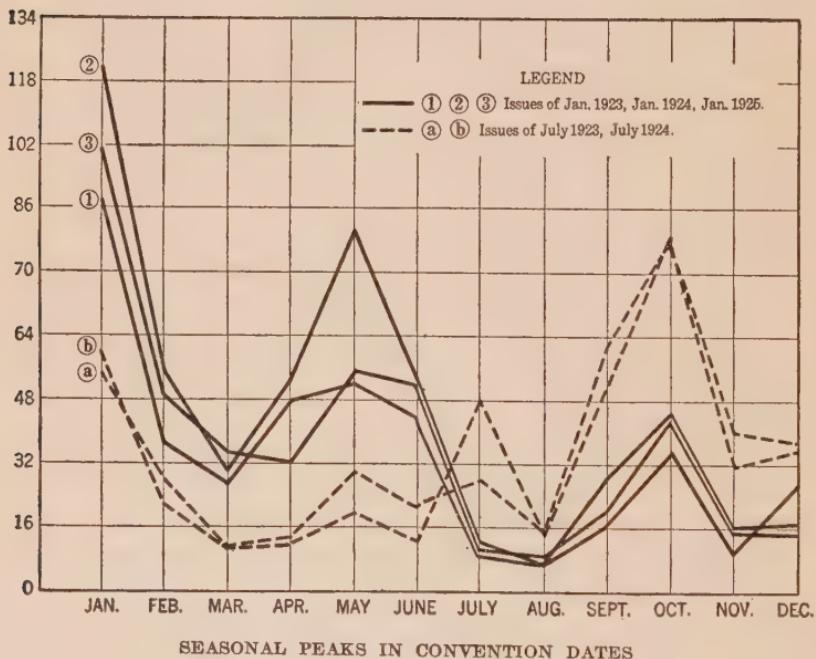
- a. Secure statements from all delegated authorities as to expenses incurred by them.
- b. Pay all legitimate expenses, following proper procedure as far as possible.

- c. Gather all surplus supplies and arrange for shipment back to office.

13. After Return to Office

- a. Proceed to check up and follow through all actions of the convention.
- b. Printing of Proceedings.

The following chart, prepared by Mr. F. Stuart Fitzpatrick of the Chamber of Commerce of the United States, shows the seasonal peaks in four hun-



dred convention dates listed in publications of that organization. Lines 1, 2, and 3 refer to lists of dates published by the Chamber in January 1923, 1924 and 1925; *a* and *b* refer to lists published in July, 1923 and 1924.

A Notice to Speakers.—Suggestions which may be of value to convention speakers are contained in a four-page folder distributed by the Advertising Club of Richmond. With slight revisions this folder applies to other fields than advertising.

Speakers usually wish to know in what our members are interested and what they would like to hear; so these suggestions have been prepared by the Board of Directors to be transmitted to every speaker scheduled to address the Club.

- 1—Members are interested in actual advertising campaigns. They like to know what made a campaign necessary; how it was planned; on what basis appropriation was made; what mediums were used; and if market analysis was made, what were the results, and how it affected the advertising.
- 2—Members are interested in actual specimens of advertising—how they were originated and what results they brought.
- 3—Members are interested in particular problems faced by the advertiser, and how they were solved.
- 4—Members are interested in plans used in selling advertising campaigns to the executives, to the workers, to the sales force, to the distributors and dealers.
- 5—Members are interested in the organization of the sales department which is to cash in on the advertising; what plans were made to follow up the advertising; what was done in the way of window display, dealer helps, et cetera, to tie up with the advertising.
- 6—In short, members are interested in the particular brass tack points that really made the advertising effective.
- 7—Speakers need have no false modesty in telling the Club what they have done and how they have done it. The Club is more interested in the people that are actually doing things and what they have done than in theories.
- 8—Speakers are requested not to refer to the advertising profession as a “game.” Members of the Club are just as much specialists and use just as much skill and intelligence

- as doctors and lawyers and other professional men, and take as much pride in their profession and its traditions.
- 9—Each speaker is requested to reserve a few minutes at the end of his talk to permit questions from the floor. Questions of a private or confidential nature should not be answered; the speaker should simply say, "I don't care to answer that," and he will have the sympathetic understanding of his audience.
- 10—By special resolution of the Club, pleas for funds and various solicitations, having nothing to do with advertising, cannot be presented to the Club without first being approved by the Board of Directors.
- 11—If you want to sell your product to the members of your Club, a direct sales talk will not be effective. Sell it through your advertising and your own advertising skill.

Programs.—The programs of most trade conventions contain no provision for discussion unless it is in executive session. The programs are apt to be overloaded, and the members must then sit quietly while they are "talked at." Ample provision is usually made for entertainment, and it is the practice in many associations to have an exhibition in conjunction with the convention. Some of these exhibitions are very elaborate, and consist largely of exhibits of apparatus or products. If the association makes an exhibit, it usually consists of statistical charts, advertising data and publicity material which demonstrate the usefulness of the association's work.

The wide-awake convention secretary will keep a complete card index on convention features, classified by subjects and speakers, giving their terms and some score on their relative success as entertainers, educators, and "sure-fire" convention hits.

The following helpful suggestions are from an address by Mr. H. L. Pease, Secretary-Manager of the National Association of Box Manufacturers to the members of the American Trade Association Executives, October, 1923:

"Each convention program should contain one major subject that can be termed the keynote of the meeting. Such a subject will be used in advertising the meeting to the trade and of itself should be ample reason for the meeting.

"If the major subject be one that has received previous consideration, give it a new dress, being careful to inject some new thought so as to assure the members' interest. . . .

"The convention program should have 'top-liners' at the beginning and the end.

"The program should be as well balanced as is possible so that all will find something of direct interest. Place closely allied subjects as near to each other as is possible. . . .

"It can be stated without reservation that the best convention is one that is entirely handled by members without outside assistance. Likewise such a convention is the hardest one to handle and unless great care be taken such a meeting is more liable to failure.

"Having arranged the program it should be presented to a special committee which committee will be made up of men able to talk when on their feet, or submitted to the Executive Committee. The program should be submitted to such a committee the day before the convention opens. The entire program should be rehearsed. By doing this the Secretary would know that there was a small group of the leaders in the industry in attendance at the convention that would have had an opportunity to think over the program, knowing in advance what was to take place and would be ready to support the work and offer constructive criticism. An association convention can be compared to a sideshow at the circus, where 'cappers' are employed to start the crowd in the right direction; likewise discuss-

sion which is the life of any meeting will be started by men who have had advance information.

"Time should be given for small group meetings, provided there are members interested in the manufacture of some specialty." (American Trade Association Executives, Proceedings—Chicago, 1923.)

Expediting Convention Business.—The Railway Accounting Officers Association has a small number of important committees which meet at various times during the year, and present their findings in the form of a book, the Agenda, copies of which are sent to all members of the Association prior to the meeting. On the day before the opening of the annual meeting, each of the committees meets; and at these meetings all members of the Association are welcome. The report of the committee is discussed in great detail. If any of the decisions as reported in the Agenda are modified, the result is given to the convention in the form of mimeographed supplementary Agenda. It is because of this careful preliminary work that the convention can cover such a large amount of ground and still carry on an interesting meeting. As each committee report is available in the Agenda, it does not become necessary to read it on the floor of the meeting, although, in the case of important subjects, the chairman of the committee may call upon one of the members to explain the action taken and to answer questions.

Standing Committees.—This same Association appoints its committees for different terms of service. In the case of small committees the term is usually

one year. Most of the committee members, however, serve for three years; they have only one committee whose members are appointed for five years. Each year some of those who have served a long time on a committee are dropped and new members are appointed, but enough of the older members are retained to give continuity to the committee's activities.

As chairmen of committees, the Association tries to secure members who possess the qualities of leadership, aggressive interest in the committee's work, and the prestige of personal acquaintance sufficient to maintain the respect of the other committeemen.

The Association has a rule that any committee member who fails to attend three consecutive meetings of his committee shall forfeit his membership on that committee.

A recent report of the executive committee calls attention to the fact that there have been one hundred and eighty-nine chairmanships which have been filled by ninety members. The report asks if this is not to be construed as meaning that ninety-nine members have been deprived of the prestige and opportunities incident to committee chairmanships. The rule now is that no member shall serve two consecutive terms as chairman of any committee.

Sales Conferences.—Sales conferences can be most usefully employed for the announcement of new products and interpretations of policy. They are not discussion groups.

A new product must be sold first to the salesman, then to the dealer, and lastly to the consumer.

In planning for such a gathering the following time-table may be useful:

1. Decide on holding a sales conference at least six months before the conference meeting.
2. Publish the decision promptly.
3. Name committees at least three months before the meeting.
4. Hold preliminary meetings of all committees at least two months before.
5. Salesmen should arrive in the city the night before the first business sessions.
6. Begin sessions at 10:00 a.m.; close at 12:00; lunch 12 to 2; group sessions, if desirable, should start at 1:00 p.m. and each should last about one hour and twenty minutes.

On the second day of the conference begin sessions at 9:00 a.m.

Mr. Walter F. Wyman, the sales and export manager of The Carter's Ink Company, states in "System" for November, 1924, that each year it is more generally accepted that an enterprise, with more than ten branches and over one hundred salesmen, must show good reasons for holding national sales conventions annually.

He suggests that sectional conferences should replace the annual convention. At the same time, he says that enterprises which have never made a practice of holding national sales conventions, are becoming convinced that they should bring their

entire selling organization under one roof for discussion of common problems every three, four, or five years.

Mr. Wyman says, "If new products are an annual affair, if new policies are announced yearly, if new methods come into being at frequent intervals, then the annual national sales convention is a necessity rather than a luxury."

In many lines the seasonal character of the goods will determine the time for holding sales conferences, but the dullest month is not necessarily the best in which such conferences can be held. For example, it is not good practice for a sales manager to be absent from headquarters for a month at a time. It is much wiser for him to be away from his office for short periods.

Plans for a sectional sales conference should be made more than six months in advance. Planning may be a continuous activity, the sales managers and branch managers jotting down, throughout the year, the points which may profitably be stressed or avoided.

The following headings may be of interest in planning for sectional conferences:

1. New goods and containers.
2. Price changes.
3. New policies.
4. Up-to-date rulings on matters of policy.
5. Sales promotion plans.
6. Advertising plans.
7. New methods.

- (a) Reports.
- (b) Handling of territories.

An anonymous author who has made a study of more than two hundred conventions, some of which were outstanding successes and others distinct failures, writes in "System" for February, 1923, of a sales executive who makes a practice of listing, item by item, the mistakes made by his salesmen. He then endeavors to trace the reason for each mistake. As might be expected, the sales manager finds that while the wording of the company's policies is common knowledge, the interpretation of the spirit of the policies varies greatly. In the experience of this executive, his first national sales convention which cost more than ten thousand dollars, was well worth its cost because of the striking drop in the losses due to misunderstanding of policies.

The writer of the articles believes that general sessions are unwise and that instead only groups with a common problem and a common interest should be brought together.

He shows that from the moment it is decided to hold a general sales convention there should be a general executive, usually the sales manager, in charge. In addition, a management official should be in control, as he can help greatly by welcoming every suggestion of the sales manager and by laying aside his other duties whenever called upon for convention assistance.

One manufacturer, after many years' experience,

finds it advisable to hold an annual executive conference on the question of holding a sales convention six months later. The convention is not an annual feature, but the decision for or against it is. The day after the decision is made, it is published both to the sales force and to the inside organization so that they may have ample notice in order to make their personal as well as their business plans. This notice is printed, thus doing away with personal letters.

"Printers' Ink" and "Printers' Ink Monthly" of New York have published numerous articles on trade conventions which should be consulted by those who are planning such meetings. A list of these is found in the bibliography, Appendix L, pages 199-204. Frequent use is made of these articles in the remainder of this chapter.

District Meetings versus General Meetings.—The Pepsodent Company, which formerly had annual sales conventions, has gone over to the plan of district meetings. In the program for 1924, two-day sessions were arranged for six different cities; two meetings being held in the East, two in the Middle West, one in the Far West, and one in Canada. These meetings had the advantage of bringing together a small number of men whose problems were practically all the same, and no one was more than one night's ride from his territory.

The two-day sessions were directed by two men from the home office: the manager of sales, and the advertising manager. A complete program had been

prepared and a definite schedule was followed. The same subjects were taken up as had been discussed at the general meeting in the home office, but they were presented in such a way as to apply to the local problems of the section where the meeting was being held.

The company has not decided to discontinue entirely the general sales meetings at the home office. Its present belief, however, is that one such meeting every two or three years is desirable.

An Annual Convention by Mail.—An interesting variation of the annual sales convention is a convention conducted by mail. The R. M. Hollingshead Company, for example, determined early in November the whereabouts of each of their four hundred salesmen for the week following Christmas. The convention was then divided into five parts, one part to reach each salesman every day beginning with December 26, and the mailing of the printed speeches was so scheduled that each one arrived on the day set, wherever the salesman might be.

The president's keynote address reached the men on the morning of December 26. The address which reached them on December 27 was called "A Trip Through the Factory" and was prepared by the assistant general manager. Each address was profusely illustrated. Two other addresses accompanied "A Trip Through the Factory"; one by the vice-president was entitled "Keeping the Quality Up and the Costs Down," the other by the chief chemist was called "The Functions of the Laboratory." In

the case of each speech the picture of the man who wrote it was shown. The third day was given up to the sales department, the fourth day to the advertising department, and the fifth day the branch managers opened the convention with a talk entitled "What I Think about It." The president of the company closed the convention with an address summing up the proceedings. Finally, all of these addresses were neatly bound and sent to the salesmen for ready reference.

Combining General with Local Meetings.—Another type of general sales convention is that where the district managers meet with a few sales agents from the immediate vicinity. For this general round table convention, a program is formulated several months before by the sales manager and his assistants. The meeting is a genuine conference for the exchange of ideas, and as a result of it special drives are planned. As soon as the convention closes, the district sales managers go back to their offices and bring together their sales agents in district sales conventions. At these conventions are discussed the best methods for carrying out the policies determined at the general round table convention. After the district sales convention, each sales agent goes back to his local staff, carrying with him the message from the home office.

There is also an effective follow-up, the sales manager sending out a bulletin every month to his district sales managers and sales agents, and, in some

cases, to the salesmen, in which the month's drive is explained.

In the case of the National Biscuit Company, which has developed this plan for its twenty-two hundred salesmen, the original program for the round table convention is turned over to the district sales managers in order that they may offer further suggestions as to topics which should be discussed, and the district sales managers in turn talk over the program with their sales agents and with individual salesmen. In this way the formulation of the program, as well as the final development of methods for carrying out the policies which result from the convention, is a cooperative undertaking in which the entire organization has a part.

Convention Committees.—Convention committees should be appointed at least three months before the convention is held. With a convention audience of one hundred the committees should cover:

1. Program
2. Housing
3. Entertainment
4. Luncheon
5. Banquet
6. Transportation
7. Exhibits
8. Supplies
9. Appointments
10. Arrangements
11. Individual Conferences
12. Information

Of these, the program committee is in general charge of the convention; the housing committee makes hotel reservations, learns of each man's dates of arrival and departure, and works in harmony with the banquet committee. The entertainment committee, at the earliest possible date, should have a full time-table of the business sessions of the convention, and the sales manager's preference as to the nature and frequency of entertainment features. The luncheon committee takes charge of all the meals other than the banquet. The banquet committee should supply the essential function which should be a fitting conclusion to a successful convention.

It is a mistake to shoulder everything off on a committee on arrangements. Even for a small sales convention it is wise to divide the work. In no case should the sales manager be held responsible for all the convention planning, and the handling of the innumerable details.

The old way of planning conventions with two, three, or four days of general sessions, leaving individual conferences to chance, is ridiculously wasteful. After the program committee has laid out its general and group sessions, and the entertainment and banquet committees have made their decisions, the committee on individual conferences begins to build its program. It assigns a time, place and conferee for each salesman. It acquaints the conferee with his exact duties. It supplies a suitable method of recording these conferences, whether by stenographic or other reports. It arranges its program also to allow

time for each visiting salesman, upon arrival, to make arrangements to meet personally for a specified time, usually limited to fifteen minutes, any management official available during the conference period.

The information committee arranges for a central room to be open during all convention days, equipped with catalogs, price-lists, circulars, booklets and bulletins, supplying complete sources of information. This committee relieves the sales and other executives of the minutiae of answering questions. All requests for information should go through this central office.

At least two months before a general sales convention, there should be a meeting not only of committee chairmen, but of all committeemen.

What Two Hundred Conventions Have Proved.— The arrival of the salesmen should be planned so that they will be present the night before the first business sessions are to be held. The "night before" is the time for welcoming and greetings. It is then that the field men may become acquainted with the inside staff, both professionally and personally. The closing hour should be 9:30 or 10:00 p.m. so that everyone will be up and ready for the business session the following morning.

An anonymous author in "System" for June, 1923, lists what two hundred conventions have proved:

THE WRONG WAY

Those attending the convention are allowed to straggle in without any particular welcome.

THE RIGHT WAY

Those attending welcomed in a get-together the night before the convention opens.

First Day

Most of the opening sessions are devoted to addresses of welcome and official greeting. Little "business" is accomplished.

Second Day

The convention begins to get under way. Announcement is made of new lines and their merits are explained.

Third Day

Explanation of new policies and interpretation of old ones. Discussion from floor of needs for the new year. Banquet.

First Day

Sales manager dominates the opening session; group sessions in the afternoon.

Second Day

Morning session given over to the advertising manager; in the afternoon, discussion centers about questions of company policy.

Third Day

Sales plans and methods are explained in morning sessions with the convention ending with non-simultaneous group sessions and a general conference in the afternoon.

All conferences, he insists, should begin promptly on the scheduled time, and that time should be 10:00 a.m. with the session closing promptly at 12:00 o'clock. The luncheon period should never exceed two hours, and the lunch should be served close to the meeting place.

If large group sessions are advisable, three of these may be held on the first afternoon, starting at 1:00 p.m. and each arranged to run one hour and twenty minutes. Allowing ten minutes between sessions, there can be four hours of convention sessions.

It is bad practice to attempt to hold simultane-

ously large group conferences. The sales manager should be in control, and he can only be in effective charge if the foregoing plan is followed.

On the second business day of the convention, assuming that it is a three-day convention, the morning session should be called at 9:00 a.m.

Dramatic Effects.—The first sales resistance which is to be met is that of the salesmen themselves. Advertising campaigns should “begin at home.” One way to overcome initial resistance in a sales conference, is to dramatize the introduction of new products and policies. Some years ago the sales manager of the Cleveland Metal Products Company, which manufactures oil stoves, addressed a conference of his salesmen on the oil stove of the future, a stove which would cook as fast as gas. At the end of the speech which seemed to be wholly a prophecy, he announced that the inventor of the new stove was then standing in the rear of the room, and he added, “and here is the stove itself.” Curtains on the stage parted and revealed the new stove. Beside it were models of nearly every other form of cooking device.

Utensils holding an equal amount of water were placed on each stove and the burners lighted. Above each utensil was a dial on which were red tin race-horses and the words “start” and “finish.” As the water began to heat, the horses began to move and the race was on. In the end the new stove won amid great enthusiasm.

A similar dramatization was employed by the Gillette Safety Razor Company when it brought out

a new model some years ago. The salesmen met in a darkened room. Lights then flashed on in a miniature theater in the front of the room revealing various boxes. The lid of the first box opened of its own accord, showing the new razor. The lid of the second box then opened, and this continued until the entire line was revealed. It was only then that the sales manager explained the sales plans for selling the new razors.

Among companies which have used the arts of the stage, including actual revues to dramatize ideas for their salesmen are the National Cash Register Company, the Edison Phonograph Company and the Beaver Board Company.

The Delco-Light Company of Dayton, Ohio, put on a play in which professional actors were employed to show the visits of a Delco-Light Company salesman to a farmhouse and the method he employed in making sales. What the company wished the salesmen to do was graphically portrayed for them.

Complaint Meetings.—It is wise not to have a formal complaint meeting. In some cases, however, such meetings have been great successes when well staged and well conducted. An amusing example described in "Printers' Ink" of March 8, 1923, was the meeting of a sales force of nearly one hundred men held in a room which was equipped with arm chairs. Each salesman had been given a wooden mallet, and the sales manager presided at a flat-top desk on which was a block of wood built like a sounding board.

"He announced, 'Fellow-knockers, each one of you is armed with the chosen weapon of your craft—a wooden hammer. Now, we're going to have this knockers' session at which we are going to get out of our systems every kind of a kick, and knock, and crack that is in them. Then tomorrow we'll start the sales convention right.' He stepped to a huge blackboard and, turning toward them, continued, 'I'm going to call for complaints, and I'm going to keep on writing them on this blackboard until you give out or my arm gives out. As soon as a man volunteers a complaint, I want every one who agrees with him to use the hammer, so that, while my back will be to you, my ears will tell me whether you agree with him or not, and how much importance you attach to his complaint.'

"It is only fair to let you into the inside and to tell you that the sales manager had tipped off some of the city salesmen to produce some minor complaints at once, so that the enthusiasm for 'wielding the hammer' was worn out on trivial matters. Thereafter, when there was any real outburst, the sales manager knew it was due to the salesmen's feelings and not to the novelty of the idea."

A Unique Conference Setting.—A unique setting for a sales conference is afforded by Association Island at the eastern end of Lake Ontario, where a number of conferences are held annually, each attended by one hundred and fifty or two hundred men. These conferences are appropriately called "camps," and to them come employees of the General Electric

Company from all parts of the United States. There are separate camps for the sales force and engineers, the manufacturing division, etc.; but a certain number of executives from the other departments are always present to act as spokesmen for their particular line of work.

The camps are genuine clearing houses of ideas. Of course, they also serve to bring about friendships and acquaintanceships which help the *esprit du corps* of the organization. The proceedings are informal.

Programs, however, are prepared well in advance, and all papers and talks are scheduled. The morning as a rule, is reserved for business sessions, although there are some evening sessions as well. After each paper, opportunity is given for discussion.

When the conferences are not in session, there are various recreations to choose from. On evenings when there is no formal program of papers or addresses, entertainment is provided. The island is equipped with a club-house comparable with many country clubs. There is also a boathouse with an assembly room and dance hall above it. There is a dining room, a six-hole golf course, tennis courts, and more than two hundred tents which furnish the sleeping quarters. The tents have wooden ceilings as well as floors. Within easy reach of each tent is running water; and bath houses, with hot and cold water, are located at convenient intervals. There is also a well equipped hospital with a doctor and nurse in attendance.

Social Activities.—The same anonymous author in "System" for October, 1923, who has previously been quoted, says that social activities may make or break a convention. It is necessary to emphasize the fact that conventions cost money, time, and effort; but many groups are discovering that a nice balance between social affairs and business sessions increases the value of both. Good-will built up by social affairs at convention time may be a distinct asset.

One such group abandoned evening sessions, added two days to the convention period, balanced heavy business sessions with recreation, and built up a separate program for the accompanying ladies. Another group set aside an evening for a smoke-talk for which professional entertainers were provided, and another evening for the banquet.

The author says that the social side of conventions can be divided into three groups:

1. Entertainment of visiting salesmen and branch managers.
 2. Entertainment of the visiting ladies.
 3. Entertainment of executives' wives and of executives other than those of the merchandising staff.
- These three activities obviously require separate planning, although sometimes there will be points of contact.

A typical convention layout of entertainment for the salesmen might include:

1. "Get-together" evening.
2. Sports.

3. Stunts.
4. Theater parties.
5. Luncheons.
6. Banquet.

"A New York manufacturer has for years been wise enough to recognize the peculiar appeal of New York City to the wives and sisters of his traveling representatives. This company definitely believes in the business worth of combining with sales conventions features appealing to the women folk. Neither time in planning, nor effort and expense in carrying out the program, is spared.

"A separate convention committee is placed in charge of the entertainment of visiting ladies. It works hand-and-glove with the other convention committees on social affairs. It builds its program so that it will dovetail exactly with the convention time-table, uniting the ladies with their men folk at the get-together, the social evening, and the banquet. It is well to note, however, that many sales managers, even when providing elaborate entertainment for the ladies, bar them from the convention banquet.

"The social side of the up-to-date sales convention is not artificial. It has grown out of experience which has taught the necessity of the varied convention.
"A sales convention brings together human beings and not mere business machines."

International Business Conferences.—Each year the number and the importance of international business conferences increase. The public is not yet awake to the vast changes in world affairs which are

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being brought about with little regard for national boundaries by the organized efforts of bankers, merchants, and manufacturers. Such conferences present peculiar problems of psychology and procedure. Some reference is made to them in Chapter VII and again in Chapter VIII.

CHAPTER VII

CONFERENCES AND CONVENTIONS OF TECHNICAL AND RELIGIOUS BODIES

Summary.—The variety of meetings of learned and religious bodies may perhaps be suggested by the headings under which M. Robert Doré classifies them in a bibliography of International Congresses: (*Essai d'une bibliographie des congrès internationaux, par R. Doré*, Paris, E. Champion, 1923).

- | | |
|-------------------------------------|--------------------------------------|
| 1. Religion | 14. Hygiene |
| 2. Philosophy | 15. Relief and Charity |
| 3. Science | 16. Cooperation |
| 4. Natural Science and Anthropology | 17. Social Questions |
| 5. Letters | 18. Jurisprudence and Administration |
| 6. History and Archeology | 19. Finance |
| 7. Political Science and Statistics | 20. Agriculture and Food Supply |
| 8. Geography | 21. Marine and Fisheries |
| 9. Arts | 22. Commerce |
| 10. Games and Sports | 23. Colonization and Expansion |
| 11. Education | 24. Industry |
| 12. Instruction | 25. Trades |
| 13. Medicine | 26. Transportation |

These societies are usually non-commercial, with the advantages and disadvantages inherent in organizations of this character.

In technical meetings of whatever scope, the aim is usually the development of ideas and plans rather than formal agreement. The matter, then, of greatest importance is the preparation of a program which will make the most effective use of the time and energy of the members.

International scientific gatherings are discussed later in this chapter.

Unified Programs.—A recent tendency has been the development of unified programs by selecting one general subject for the sessions, such as "popular ownership of property: its newer forms and social consequences," for the semi-annual meeting of the Academy of Political Science in the City of New York, 1925; "the population problem in America" for the annual meeting of the American Statistical Association in 1924; "the problem of business forecasting" for the same association in 1923; and "business economics" for the annual convention of the Society of Industrial Engineers in 1922.

Where adequate discussion is an important part of the program, the papers must be prepared well in advance and circulated among those who are to discuss them.

Joint Meetings.—Allied groups hold joint meetings, and in this way reduce the expense and increase the interest of their members. The American Economic Association, for example, regularly meets with

the American Statistical Association, the American Sociological Association, and the American Association for Labor Legislation.

Reducing the Number of Meetings.—In scientific and religious bodies, as in other groups, there is a tendency to cut down the number of meetings, and if necessary to increase their length. The Federal Council of the Churches of Christ in America now plans for two and three day meetings and sometimes even longer. This is true of other important religious meetings such as the Foreign Missions Conference in Washington, D. C., in January, 1925, which extended over a period of six days.

The Permanent Secretary.—A weakness of many scientific and technical organizations is the lack of a permanent secretary. Since such organizations frequently hold joint meetings in order to save expense, the suggestion might be made that two or three of them hire a permanent secretary in common, rather than to leave this important duty to an enthusiastic but inexperienced junior member or to an overburdened senior.

Preliminaries to Meetings.—The American Society of Mechanical Engineers has developed an interesting method for bringing together the men who are on the program at their annual meeting. At breakfast and at luncheon, the speakers and those who are to comment on the papers meet with the presiding officer of the Society for informal discussion. The papers which are to be read, have been submitted in advance and printed so that there is an excellent opportunity

for profitable talk before the public meeting. The order of business follows:

ORDER OF BUSINESS FOR BREAKFASTS AND LUNCHEONS PRECEDING TECHNICAL SESSIONS

(Breakfast is served at 8:00 a. m. and luncheon at 12:30 p. m.)

1—CALL TO ORDER (At 8:45 for breakfasts and 1:15 for luncheons)

Chairman of the Committee on Meetings and Program

The Chairman should explain the purpose of the gathering, and emphasize its importance in welding the program and securing a complete understanding between the officers of the Society, the presiding officers of the sessions, and the authors and discussors. He should emphasize the importance of starting the sessions on time, even though there are but a few in the room at the scheduled time. The rules for the presentation of the papers and the limitation of discussion will also be explained. He should emphasize the necessity of getting an accurate record of the discussion, and especially a careful record of the names and addresses of discussors. The stenographers have been instructed to insist on names and addresses of discussors, and the presiding officer should not permit the discussor to start until the stenographer is satisfied. The staff assistant will keep this in mind and will be supplied with blank cards on which the discussors may write their names and addresses and business connections.

2—PRESENTATION OF GAVELS

President of the Society

The President will formally present the gavels to each of the presiding officers, and indicate that his authority goes with the gavel, and that it is to be used in fairness and judgment so that the purpose of the meeting may be attained and the greatest good to the profession and the Society may result. He may

emphasize the importance that the technical meetings take in the fulfillment of the object of the Society to develop the arts and sciences of mechanical engineering. He should point out that the presiding officer is responsible for the success of the session, and that implies that the presiding officer should be diligent in encouraging discussion, in insisting that the various authors and discussors speak so that the entire audience may hear, and in demanding that the discussor come to the front of the room and give his name to the presiding officer so that it may be announced to the meeting.

3—ANNOUNCEMENTS

Assistant Secretary (Meetings)

The Assistant Secretary will introduce those who are to act as staff assistants at the various sessions, and will explain their duties. He will announce the special allowances of time for the presentation of papers or of discussions, and will give notice of any special announcements that are to be read at the sessions. He will explain the arrangements that have been made for paging telephone calls.

4—CONFERENCES

The meeting will then break up into conferences of the presiding officers, authors and staff secretaries at the various sessions.

5—ADJOURNMENT

The gathering will adjourn at 9:15 a. m. for breakfasts, and 1:45 p. m. for luncheons so that those concerned will have ample time to reach the meeting rooms and start the sessions in time.

Those who are to plan the program should secure from the speakers a written outline of the talks which are to be given, several months in advance of the meeting, and speakers should be required to sub-

mit both papers and charts or diagrams at least two weeks in advance. The society, not the speaker, should prepare the charts or slides, thus obviating illegible charts or diagrams drawn on too small a scale for the room in which they are to be shown.

The chairman or the manager of meetings should apprise the speakers of the difficulties of the acoustics, or any other peculiarities of the meeting place.

There should be discipline at scientific meetings; perhaps a sergeant-at-arms to maintain order at the doors.

Registration.—At sessions open to the public where registration in a central place may be difficult, a card left on each seat may serve. The Academy of Political Science employs this method to secure a record of those present and a mailing list of those to whom announcements of publications may be sent.

**The Academy of Political Science
in the City of New York**

The Academy desires to keep a record of those present at this meeting. Please write name and address on this slip and leave at the information desk.

Announcements of the next issue of the Proceedings, containing the addresses and discussions presented at this meeting, and other information relating to the work of the Academy, will be mailed to you.

Name.....

Address.....

REGISTRATION CARD

Publicity for Technical Meetings.—At a recent meeting of the American Association for the Advancement of Science in Boston, Massachusetts, more than a thousand papers were read. The publicity staff prepared advance copies of abstracts of several hundred of these talks, picking out those which had news value and prepared mimeographed news stories of them in advance, quoting the document rather than abstracting it, but putting a news lead on it. The release date was placed on each story, and the papers were then stacked in piles on a large table at press headquarters, arranged by release dates. The reporters could come in, look over what are technically called "hand-outs," take what they wanted and use them as they stood or could rewrite them.

A special messenger was assigned to watch the business meetings of the various sections, to secure lists of officers elected, and to rush them to press headquarters where they were mimeographed and placed on special tables marked "news for immediate release."

Photographs of officers of the Association and prominent speakers were secured at least a month in advance, and glossy prints 4" x 6" or 5" x 7" in size with captions written on the back were placed in envelopes to be picked up by reporters at the meetings.

By far the greater part of the publicity work consisted of getting out news of the actual meetings.

In addition to the digests of papers and speeches, the staff prepared in advance short biographical sketches of the speakers. These were left on the

information table in the press room at the meeting, and they were used for reference or were printed in news story form.

Two months in advance, the publicity office was arranged for, together with an additional room furnished with tables and half a dozen typewriters, where the newspaper men could work in relative quiet. Four telephone trunk lines were installed, together with a Western Union telegraph line.

A fortnight before the meeting, a circular letter was sent to the city editors and press associations of New York and Boston.

For the week of the meeting three stenographers were constantly busy in cutting stencils for mimeographing; two of them on a regular nine to five shift and the third beginning at three in the afternoon and running until eight or nine at night. A fourth girl operated the electric mimeograph and did other odd jobs.

"The equipment included one electric mimeograph, two typewriters in desks, two typewriters in tables, six extra typewriters for the use of newspapermen (three or four might have been enough, but it is just as well to have six to be on the safe side), and also the telephone and telegraph apparatus mentioned above. The telegraph office was installed at the end of the corridor. We made use of four library tables, each about 7' x 4' and seven light mess tables, each about 11' x 3'.

"We also required 23 packages of mimeograph paper, 'J laid' glazed, 8½" x 14", 2 cans of °767

Mimeograph Ink; 8 boxes of °860 Dermatype Stencil Paper; and one bottle of Edison-Dick Mimeograph Varnish. A larger supply than this might be kept on hand, to be on the safe side." (Letter from Mr. Frederick L. Allen.)

The total cost to the Association of maintaining the publicity headquarters, purchasing supplies, etc., was a little under two hundred and forty dollars. The publicity director and his personal staff were volunteers, but this sum includes the expense of engaging two extra stenographers, of getting court-reporters to cover one session; of renting an electric mimeograph and two typewriters; of getting a little more than thirty dollars' worth of photographs; of engaging an assistant to write press releases; and of purchasing fifty-five dollars' worth of paper, stencils, and other supplies.

In dealing with technical material, the possibility of misquotation is serious and the problem of abstracting is consequently difficult. There is sometimes the double problem of protecting the copyright and the reputation of the author.

The Academy of Political Science finds it advisable to give out the full text of its papers wherever possible. It considers its copyright a device to protect the author, not to control publicity. Indeed, it finds the educational value of general publicity is more important than any income which might result from the sale of its publications.

International Scientific Congresses.—International gatherings of scientists are not unlike diplomatic con-

ferences, described in Chapter VIII. Official delegates must come properly accredited. A preparatory session is usually held at which plans are discussed and decided upon. An inaugural session then follows, at which an official address of welcome is delivered usually by some high official of the country in which the congress is meeting, to which there is a formal response or responses on behalf of the delegates. No business is expected to be presented or transacted at the inaugural session. A plenary session usually follows, at which the formal organization of the congress and its program of work is agreed upon; and, finally, there is a closing plenary session at which resolutions and conclusions are presented and adopted, including the designation of the next meeting place.

The serious work of such a gathering is done in section meetings between the first plenary business session and the final session. Because of the pressure of work these sections usually meet at the same hours, and the delegation of each country should be large enough for at least one member to be assigned to each of the sections.

In the Pan American Congress on Child Welfare which met in Santiago, Chili, October 12-19, 1924, the procedure outlined above was followed. The official language of the Congress was Spanish. The meeting was called under the patronage of the Chilian Government. The Congress was made up of official delegations from various American nations, including the United States. It was divided into four

sections, medicine, hygiene, sociology and legislation, each with an honorary president and honorary vice-president nominated by the delegates of each of the countries represented in the Congress.

All formal papers, most of which were submitted in advance of the assembling of the Congress, were presented by persons ("relators") appointed to study them and to prepare a résumé of the subject, with conclusions to be acted upon first in the section meeting and afterward in the Congress as a whole. The authors, if present, were permitted under the rules to speak for ten minutes, and free discussion was permitted under the five minute rule. Each section had a sub-committee on conclusions which met to discuss the conclusions of the papers submitted at any section meeting, and to prepare reports for the general Committee on Conclusions. Thus the general conclusions adopted at the final session of the Congress and covering all of its work, comprised a general summary of the materials presented, and not merely resolutions in the ordinary acceptance of that term, calling for specific action.

CHAPTER VIII

DIPLOMATIC CONFERENCES

Summary.—Diplomatic conferences belong in the class to which major attention is given in this book, namely, those which are to construct a formula of agreement. This formula may be called a treaty, a resolution, a declaration, or a protocol.

As a rule unanimity is necessary to success in diplomatic conferences. A minority cannot be bound by action of the majority, because, in theory at least, all sovereign states are equal. The conference may, however, be composed on some other principle than that of the equality of states, in which case unanimity may not be necessary.

Diplomatic conferences require greater formality of procedure as a rule, and they have an historic background, which is not lightly to be disregarded. In the matter of precedence, for example, the rule in international conferences is that the delegates shall be seated and listed alphabetically, according to the names in French of the governments represented; the president or chairman, of course, having the seat of honor. There are also traditional rules governing the choice of chairman. The French language has until recent years been the language of diplomacy. Eng-

lish is now taking its place beside French, and in recent conferences other foreign languages have been recognized.

The traditional method has its defects. One of these is pointed out by the late Henry Adams in his "Life of Albert Gallatin" (Philadelphia, J. B. Lippincott & Co., 1879):

"The American habit of negotiating by commissions may have its advantages for Government, but it enormously increases the labor of the agents, for it compels each envoy to expend more effort in negotiating with his colleagues in the commission, than in negotiating with his opponents."

The Strategy of Diplomatic Conferences.—The strategic principles of successful conferences are interesting and instructive. One of the first of these is that there should be an early conspicuous success. The effect of an early success is to consolidate the membership and to raise the morale of the group. It was his failure to provide for this in the strategy of the Versailles Conference which was one of the things that made so difficult President Woodrow Wilson's great work in Paris. By insisting that the treaty and covenant of the League of Nations should be prepared together, the President sacrificed the opportunity to present to the world, early in the proceedings, evidence of the union of the Allies, and forced instead a long period of doubt and growing apprehension, sown with rumors of dissension and disasters.

The contrary device was employed by Secretary Charles Evans Hughes, as chairman of the Confer-

ence on the Limitation of Armament, when he presented to the first plenary session the program of the United States Government for limiting the building of capital ships and for destroying many of those already built. In this case, the conference did not need to act on the Hughes proposal in order to recognize a great initial achievement.

In the Conference on the Limitation of Armament, as in the Versailles Conference, two vital programs were handled simultaneously. The report of the former states:

"As the Conference was to concern itself with two groups of questions which, though related, required separate investigation and discussion, that is, (1) the question of limitation of armament, and (2) Pacific and Far Eastern questions, it became necessary to provide a course of procedure which would facilitate the work of the Conference in both fields. In the public discussions which preceded the Conference there were apparently two competing views; one that the consideration of armament should await the result of the discussion of the Far Eastern questions, and another, that the latter discussion should be postponed until an agreement for limitation of armament had been reached. It was not thought necessary to adopt either of these extreme views. It was proposed that the Conference should proceed at once to consider the question of the limitation of armament, but this was not deemed to require the postponement of the examination of Far Eastern questions. In order to serve both purposes, two committees were set up. . . . The work of the two committees proceeded along parallel lines without interference with each other, and the conclusions reached in each were reported, from time to time, to the Conference in plenary session for its adoption." (pp. 8 and 9, Conference on the Limitation of Armament.)

The strategy of avoidance is famous, Fabius Cunctator being credited with its invention. Almost any international conference shows examples of this, delay being fatal to certain proposals, vital to others.

The strategic use of publicity is also a vital matter. A curious example of success in this field was the method employed by the British at the Conference on the Limitation of Armament. Lord Riddell was brought over by the British delegation solely for the purpose of acting as contact man with the press. Anybody could see Lord Riddell at any hour. He was careful to protest that he had no official position and that he had no authority to quote his delegation; but every day and at any hour of the day news could be obtained from Riddell. It was not always news to the advantage of the other delegations!

Partly because of inexperience, no such advantage was taken by the French and the result was that they suffered severely in consequence. After the Conference, it was seriously proposed in France that a person like Lord Riddell should be taken into the Cabinet as a propaganda agent to present the French point of view to the world.

The astonishing initial proposal of Secretary Hughes to the Conference was itself a successful use of publicity for the larger strategic purposes which he had in mind.

The fatal thing is to give the impression that a conference has something to conceal.

The use of publicity may be important, not simply in shaping the organization, but in moulding public

opinion so that it is ready for the program when published. Public opinion, it must always be remembered, is not a static but is a dynamic thing.

If it is an important strategic principle that there should be an early conspicuous success, it is an extremely important principle that there shall be a final climax and not an anti-climax. To close the conference in an atmosphere of achievement and to convince the public through the press of its success, is a matter of the greatest importance. To allow the conference to close on a note of doubt or of conflict is almost certain ruin. The conference work must not only be a success, but the members must know that it is a success, and the press and the public must know it.

At the next great international conference, the public will no doubt be able to hear the discussions by means of the radio.

Place of Meeting.—There is no rule for determining the meeting place. The capital of the nation which has taken the initiative in calling the conference, is frequently designated; or, in the case of conferences to end hostilities, the capital of the victor or a neutral spot to which access is easy.

The Conference “Atmosphere.”—The influence of Paris on the Versailles Conference, and that of Washington, D. C., on the Conference on the Limitation of Armament, are examples of the influence of the place of meeting. The “home team” in international conferences undoubtedly possesses an advantage.

Even the seating arrangements may influence the

conferees. The care with which Gladstone seated members of the British Cabinet at important meetings has already been cited.

Basis of Representation.—Representation in the conference may be based on the principle of the equality of states or on rank and power. If the latter criteria are adopted, the rank may be determined by extent of territory, population, military or naval power, commerce, wealth, degree of civilization, or some similar test.

The Language of Diplomacy.—French is still the “language of diplomacy,” although at Versailles English was recognized as coequal with French and the treaty was printed in both languages. The Conference on the Limitation of Armament followed the same rule. At the International Labor Conference which met in Washington in 1919, there were three official languages: English, French and Spanish. Delegates are usually permitted to address the conference in their native tongue, but are expected to furnish copies of such discourses in the official language of the conference.

Planning the Basis of Discussion.—The reader should be familiar with Sir Ernest Satow’s two volume work, “A Guide to Diplomatic Practice.” In a volume entitled “International Congresses” (a handbook prepared under the direction of the British Foreign Office, London, H. M. Stationery Office, 1920), by the same author, he says:

“A distinct basis or bases ought to be agreed upon beforehand; and the greater the definiteness with which the main

points of the basis are formulated beforehand, the greater is the likelihood of a general agreement being reached. In past history, when congresses failed to attain a definite result, the failure was generally due to the ground not having been adequately prepared beforehand."

This basis should be in outline, for there will necessarily be trading over the details and phraseology.

The Program of Procedure.—In diplomatic conferences, as in others, the conference call and even the agenda may ignore questions of primary importance. For example, the Shantung question was not hinted at in the agenda of the Conference on the Limitation of Armament, and was settled at a series of conferences which were independent of the main conference. Settlement of this question was one of the principal achievements of the Conference. It could never have been decided so quickly and satisfactorily if the main conference had not been called. Yet if the Shantung question had appeared on the agenda, it is quite possible that public opinion in Japan would have been aroused against the conference as a whole.

But in general the forming of the program of procedure is the most vital preparatory work. Mr. Ray Stannard Baker, in describing the Versailles Conference, says:

"The Peace Conference in many of its aspects was only a political meeting upon a vast stage. It was inevitable that there should be a struggle in the beginning, not only to control the organization, as described in the last chapter, but to make its programme of procedure. No one knew better than the

diplomats at Paris the truth in the old maxim that ‘all great political problems are at bottom problems of procedure’; each knew how much depended upon securing the adoption of his own plan or programme.

“Mr. Lansing devotes an entire chapter in his book to the ‘lack of an American programme’ and blames President Wilson. M. Tardieu in his book, accuses both Americans and British, who, he assumes, have no plan of their own, of defeating the French plan, and attributes it to ‘the instinctive repugnance of the Anglo-Saxons to the systematized constructions of the Latin mind.’

“What both Mr. Lansing and M. Tardieu mean, of course, by a programme is a scheme of procedure carefully worked out beforehand, based upon legal precedents, and adopted by the Conference.

“In this sense the Peace Conference never had a programme—no nation had one, except the French. Yet nothing is clearer than that the struggle was over the matter of procedure; the plan on which the Peace Conference was to be run; the programme of each nation. It was clear, for example, that it was part of the British and American plan not to accept the French plan. The trouble at Paris, indeed, lay not in the want of a plan, but in the fact that there were two plans, two programmes. This was what nearly broke up the meeting. It was as though in a political convention, say in Wisconsin, two groups were struggling for control of the platform: the Old Guard with a programme and set of resolutions to present to the meeting, and the Progressives with another programme and set of resolutions. This is calculated to make trouble anywhere.” (Woodrow Wilson and World Settlement, Ray Stannard Baker, Vol. I, pp. 191, 192.)

The Agenda.—An excellent brief statement of agenda is that prepared by the Department of State for the Conference on the Limitation of Armament. The statement covers:

LIMITATION OF ARMAMENT.

1. Limitation of Naval Armament, under which shall be discussed
 - (a) Basis of limitation.
 - (b) Extent.
 - (c) Fulfillment.
2. Rules for control of new agencies of warfare.
3. Limitation of Land Armament.

PACIFIC AND FAR EASTERN QUESTIONS.

1. Questions relating to China.

First: Principles to be applied.

Second: Application.

- Subjects:
- (a) Territorial integrity.
 - (b) Administrative integrity.
 - (c) Open door—Equality of commercial and industrial opportunity.
 - (d) Concessions, monopolies, or preferential economic privileges.
 - (e) Development of railways, including plans relating to Chinese Eastern Railway.
 - (f) Preferential railroad rates.
 - (g) Status of existing commitments.

2. Siberia.

(similar headings).

3. Mandated Islands.

(unless questions earlier settled).

Electrical Communications in the Pacific.

The importance attached to the preparation of the agenda for the meetings of the International Labor Conferences has recently been described to the writer by Mr. Ernest Greenwood, former American Correspondent of the International Labor Office:

"It might seem that the only thing the office has to do, is to take a list of all the issues which can properly be called subjects for international discussion, pick out a few of the most imperative, and list them as the items on the agenda of the forthcoming conference. Easy enough. It could be done on any rainy Saturday afternoon.

"But the executives of the Office have no such conception of the preparation of the agenda. They have made that apparently simple function carry a tremendous responsibility. They are urging it as a peg on which to hang the most far-reaching investigations. By the time the conference convenes, the published results of these investigations more than justify the calling of the conference even though it were never held.

"These agenda are decided upon by the Governing Body months before the date set for the conference and turned over to the Office. An elaborate questionnaire on each item is prepared, which, if answered fully, will give every possible bit of available information on that subject. This questionnaire is sent by the Diplomatic Division of the Office to all Governments and in certain cases to Employers and Trade Union Organizations. As the Governments are pledged to furnish complete information and as both the Employers and the Workers wish to present their views in full these questionnaires are always answered in minute detail.

"These answers are then turned over to a group of editors, and the result is a printed report on the subject issued sometime before the conference which as a practical example of efficient research work cannot be excelled. A private organization would spend a fortune, and literally years of time, without accomplishing the results which the Office, by reason of the composition of the International Labor Organization, can accomplish in a few months with an almost nominal expenditure."

Credentials.—Plenipotentiaries are provided with a document called a "full-power," signed by the President and countersigned by the Secretary of

State. When there are two or more plenipotentiaries, the names of all may be included in a single full-power. This document clearly defines the authority of the delegates and their power to bind their Government.

The Chairman or President.—The presiding officer may—as is usual in international conferences—be the principal delegate of the country where the congress or conference is held, the resolution for his election being moved by the principal delegate of the country which comes first in French alphabetical order.

The Secretary General.—In international conferences, the title of “secretary general” is given the secretary. His assistants are “deputy secretaries general.” There may then be a “chief assistant secretary” and finally several assistant secretaries.

The Secretariat.—In the case of the Versailles Conference, the American delegation and staff of which consisted of more than thirteen hundred persons, all lines of authority were supposed to center in the secretary of the commission. The Secretariat was four-headed, there being a British, an American, a French, and an Italian secretary; and on important committees and commissions there were four secretaries. Of course, it would have been better to have a single secretary if one could be found acceptable to all.

The Secretariat of the American delegation to the Peace Conference at Paris was entrusted with all matters of protocol, including the preparation and safeguarding of the minutes of meetings, and the

CALVIN COOLIDGE.

President of the United States of America,

TO ALL TO WHOM THESE PRESENTS SHALL COME, GREETING:

KNOW YE, That reposing special trust and confidence in the integrity, prudence and ability of Stephen G. Porter, Charles H. Brent, Rupert Blue, Elizabeth Washburne Wright and Edwin L. Neville, I have invested them jointly and severally with full and all manner of power and authority for and in the name of the United States to meet and confer with any persons duly authorized by the governments of the states concerned, being invested with like power and authority, and with them to negotiate, conclude, and sign a convention for the international control of the traffic in habit-forming narcotic drugs, the same to be transmitted to the President of the United States, for his ratification, by and with the advice and consent of the Senate thereof.

IN TESTIMONY WHEREOF, I have caused the seal of the United States to be hereunto affixed.

DONE at the city of Washington,
this seventeenth day of October,
in the year of our Lord one
thousand nine hundred and
twenty-four, and of the
Independence of the United
States of America the one
hundred and forty-ninth.

CALVIN COOLIDGE)

By the President:

JOS EPH C. GROW
Acting Secretary of State.

FULL-POWER

drafting and preparation of diplomatic and other correspondence of the Mission. It was charged also with the proper care and safekeeping of the files and archives of the Mission, the distribution of documents, the supplying of translators, interpreters and clerical help. Administrative authority centered in the Secretary General, who had also supervision and direction, through an executive secretary, over hotel management, purchase of supplies, assignment of quarters, guards and orderlies, telephones and telegraph, mail and courier service, automobiles and transit, printing and mimeographing, photography and photostating, and all other like matters necessary for the convenience of the delegates and conduct of their work.

In a large conference with several secretaries, there must be a recognized method of agreeing on the minutes and translating and printing. The device of daily secretarial meetings and reports referred to on page 43 will be helpful.

The success of the frequent International Labor Conferences at Geneva is primarily due to the existence of a permanent, trained and experienced secretariat. The International Labor Office prepares programs many months, sometimes years, in advance. Before the delegates assemble, they have already received a concise statement of the facts bearing upon the different items of their program. When the delegates meet, they have had time to study this statement of facts, as well as to assemble additional facts.

The Secretariat of the American Delegation to the

Conference on the Limitation of Armament consisted of seventeen. The committee on ceremonial, protocol, etc., consisted of five. The technical staff consisted of twenty-one. Pacific and Far Eastern questions—fifteen. Legal questions—four. Economic questions and merchant marine—two. Communications—four.

Interpreters.—The service of the translator, M. Camerlynck, at the Washington Conference on the Limitation of Armament was certainly one of the important factors in its success.

Safety requires that interpreters shall translate *into* their native language.

Experts.—The use of experts is discussed in Chapter III, pages 58 to 60. In recent international conferences their work bulks large. An example was at Versailles when, as described by Mr. Ray Stannard Baker:

"More and more as the discussions advanced, important problems were assigned to the experts for investigation and recommendation; and it soon became the practice, where the experts of all the nations were in agreement, for the Four or the Five to accept their findings without further comment. Probably three-quarters, perhaps a larger proportion, of the treaty provisions were settled in this way. So important was the work of these experts that one thought of them sometimes as a kind of impromptu or informal parliament, studying problems and working out solutions to submit to the heads of the States for their approval or veto.

"There were no fewer than fifty-eight of these technical commissions, upon which sat the specialists of the four or five great nations, to consider every kind of territorial, economic, ethno-

graphic, and strategic problem, and these hard-worked commissions held one thousand six hundred and forty-six meetings. Also, in spite of the objections to the proposals when first made, there were twenty-six investigations made by commissions on the spot, consulting the wishes of the people concerned. A number of commissions, like that on Syria, were sent out by the Americans alone, though vigorously opposed by the French, in order to fortify their own knowledge of the situation under discussion.

"The decisions of the experts were not always followed. The passions of the war were still too sharp, the political and military desires or necessities of the Powers too insistent, to accept always a cool, scientific judgment. Sometimes the experts disagreed sharply among themselves, as in the Italian settlements, and in some cases experts became as partisan and as politically minded as any diplomat; and in some, the experts assigned were not really experts at all, but diplomatic advocates of the interests of the nation concerned.

"Then too, the major problems of the peace, such as the French, Italian, and Japanese claims, were not referred to expert commissions for preliminary study. The interested Powers combined to prevent it. These problems were discussed in secret councils according to the traditional, approved practices of diplomacy. Yet the methods of the new order could not be wholly ignored in meetings where its foremost advocate was present and had to be convinced. Claims must be presented on a basis of right as well as of interest; the wishes of peoples figured more largely in the arguments than the balance of power. Maps and statistics were freely introduced into the discussion; the experts were constantly consulted, by separate delegations or in joint committees. Yet the oil and water of the two systems never quite mixed. The experts, even the Americans in closest touch with President Wilson, were kept in the dark concerning these inner controversies in which their services were enlisted. On the other hand, interest often proved, after all, the deciding factor in the settlement of those controversies." (Woodrow

Wilson and World Settlement, Ray Stannard Baker, Vol. I, pp. 188, 189.)

The work of the Committee of Experts to the Reparation Commission (the Dawes Committee) is an example of effective use of expert services. The selection of the American delegation was remarkably good. General Dawes was selected because of his ability as a presiding officer. He is quick to get the feeling of a gathering, and knows exactly how and when to direct the discussion, when to permit an acrimonious argument to proceed and when to calm troubled waters. He had no expert knowledge of the situation, and was frank in saying that his job did not consist of knowing the details of the proceedings.

Mr. Owen D. Young, on the other hand, is one of the most brilliant negotiators in the United States. He was the constructive planner and negotiator on the committee.

Mr. Henry M. Robinson had prior experience as a technical expert at the Versailles Conference. He knew when a proposal was made what lay back of the proposal because of his experience with the problem in hand.

The American delegation thus consisted of an excellent presiding officer, a brilliant planner and negotiator, and a third member thoroughly familiar with the background and personalities to be encountered.

Committees.—In Sir Ernest Satow's "International Congresses" (already cited), discussing the formation of committees, he shows that in the Congress of Vienna, 1814-15, the numbers of members ran as

follows: nine, seven, eight, ten, nine, eight, seven, nine, three, six, seven and seven.

At the Congress of Berlin, 1878, the drafting committee consisted of seven members, and an additional committee consisted also of seven.

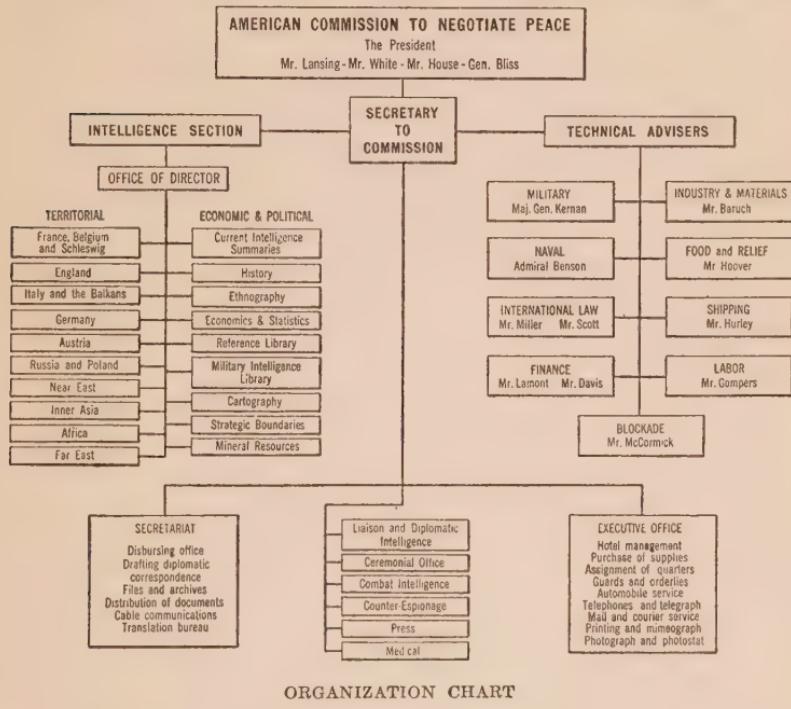
At the first Hague Peace Conference in 1899, there were one hundred delegates and three committees consisting of forty-six, sixty-seven, and fifty-nine respectively. Each committee had its own "rappouteur" and drafting committee.

At the second Hague Peace Conference in 1907, there was a drafting committee of twenty-nine members. The work was done by a sub-committee of seven. At this same conference, "it was suggested that a committee should be appointed two years before the probable date (of the third conference), to prepare the program, and, furthermore, propose a method of organization and rules of procedure." This wise suggestion evidently came to nothing.

At the Conference on the Limitation of Armament the President of the United States appointed an Advisory Committee of twenty-one. The Conference set up two committees, the first consisting of the plenipotentiary delegates of the United States, the British Empire, France, Italy, and Japan, to deal with questions of armament, and the second consisting of the delegates of the United States, Belgium, the British Empire, China, France, Italy, Japan, the Netherlands, and Portugal, to deal with Pacific and Far Eastern questions.

Organization Chart.—An organization chart is a useful device for showing lines of authority and responsibility in a large conference. The following chart shows the internal organization of the American delegation at the Versailles Conference:

INTERNAL ORGANIZATION of the AMERICAN PEACE COMMISSION



Informality: Its Advantages and Disadvantages.—Sir Maurice Hankey, Secretary of the British Cabinet, in describing the procedure at the Versailles Conference (see Round Table, March, 1921), explains that the Council of Four after more or less futile efforts, at last withdrew "to a small room," and he shows

that in the intimacy of this small circle "personal resources were available which could not be used to the same extent in a larger and more formal gathering."

Informality is not an unmixed blessing in international negotiations. The Council of Four meeting in secret found that:

"This informality had both great advantages and great disadvantages. It no doubt enabled the Four to expedite business, to cut through red tape, to get things done. It also enabled the President (Wilson) to press at every point his general principles, to encourage the use of expert commissions, and to get a clearer field for the consideration of the League of Nations.

"On the other hand, it had real disadvantages. It tended to throw great power into the hands of the chairman, M. Clemenceau, for he could dictate to a large extent the subjects which should come up from time to time, he had the power—which he exercised freely in both small and large conferences—of limiting debate, setting the time of adjournments, and so on. It also enabled that extraordinary virtuoso, Lloyd George, to produce, often quite unexpectedly, the most remarkable histrionic effects, as when one day he took the Council of Four by storm by staging the Moslem world to prove a point he wished to make. He brought in the striking group of British Mohammedan leaders, strangely clad in combinations of their native costumes and the uniforms of the British Army, and one after another, in dramatic fashion, they presented the case of Islam with reference to the settlements in Turkey. At another time, and quite as precipitately, he staged the British Empire before the Council of Ten, in the person of the Prime Ministers of all the British Colonies. And the British Empire can be most impressive when properly staged!" (Woodrow Wilson and the World Settlement, by Ray Stannard Baker, Vol.I, pp. 198, 199.)

Open Sessions.—Among the matters of procedure which should be determined are whether some or all are to be open sessions; what rules governing discussion are to be adopted; whether or not the minutes of the previous meeting are to be read at the opening of the next session; how committees are to be named; and what, if any, instructions are to be given for their procedure.

Plenary sessions open to the public have been the practice in recent conferences. It was due to President Wilson's insistence that there were such sessions in the Versailles Conference, and this practice was followed in the Conference on the Limitation of Armament. The practice, of course, makes the open sessions largely matters of form.

The issue of secrecy versus publicity is discussed in pages 76 and 77. It would seem wise to have secrecy in deliberation; absolute publicity as to results.

Voting.—Voting is rarely resorted to in international conferences, but, if it is to be, there should be an agreement in advance as to the method to be followed.

The recent American ambassador to Italy, Mr. Richard Washburn Child, has said in describing the Lausanne Conference:

“The United States delegation did not vote; neither did any other delegation. There is almost never any such thing as voting in modern international conferences.”

When voting is resorted to, each country votes as a unit, except in the International Labor Conferences

of the League of Nations, where each delegate is free to speak and vote as he thinks fit. "In this way the votes become the real expression of the views of the whole assembly." (*The League of Nations Starts: Chapter IX, "The International Labour Organization,"* by H. B. Butler, Deputy-Director, International Labour Office, 1920, p. 147.)

Reading and Approval of Minutes.—In the various great international conferences of the nineteenth century, the records are generally styled protocols. There is often no mention of the reading or approval of the protocols of the previous meeting, but in some cases the record shows that at the opening of each meeting the protocol was read, approved, and sometimes signed.

It is good practice to print and distribute the minutes beforehand, which would enable them to be taken as read; and, in case a member asked to have a change made, the secretary would read it at the beginning of the meeting.

At the Conference on the Limitation of Armament, there were seven plenary or public sessions. The sessions of the committees were not public, but complete records were kept of their proceedings, and, at the close of each session of the two committees, press statements or communiqués were made. The minutes of the plenary sessions and of the committees were published in the final report.

Morale.—The conference morale may be enhanced by outside opposition. In a volume called "*International Social Progress*" by G. A. Johnson (New

York, The Macmillan Company, 1924) is a striking reference to the meeting of the International Labor Conference in Washington, D. C., in October, 1919:

"The general atmosphere at Washington was, if not actively hostile, at least indifferent. . . . This unfavorable environment reacted as a powerful stimulant on the conference. The delegates were thrown back on themselves. Internal differences, which at one time threatened to become serious, were healed, and a spirit of unity grew steadily stronger."

Reports.—The summary of the report of the Committee of Experts (the Dawes Committee) to the Reparation Commission, April 9, 1924, is an example of able drafting and arrangement. The resolutions adopted by the Reparation Commission under which the committee was named, are followed by a list of the members; this in turn by a letter of transmittal from Chairman Dawes to the Commission; then follows the summary, and finally the text of the report. The first part of the summary follows:

SUMMARY OF PART I

I. THE ATTITUDE OF THE COMMITTEE

- (a) The standpoint adopted has been that of business and not politics.
- (b) Political factors have been considered only in so far as they affect the practicability of the plan.
- (c) The recovery of debt, not the imposition of penalties, has been sought.
- (d) The payment of that debt by Germany is her necessary contribution to repairing the damage of the war.
- (e) It is in the interest of all parties to carry out this plan in

that good faith which is the fundamental of all business.
Our plan is based upon this principle.

- (f) The reconstruction of Germany is not an end in itself; it is only part of the larger problem of the reconstruction of Europe.
- (g) Guaranties proposed are economic, not political.

II. GERMAN ECONOMIC UNITY

For success in stabilizing currency and balancing budgets, Germany needs the resources of German territory as defined by the treaty of Versailles, and free economic activity therein.

The other heads are: III. Military aspects; contingent sanctions and guaranties; IV. The Committee's task; V. Economic future of Germany; VI. Currency and a bank of issue; VII. Budget and temporary reparation relief; VIII. The basic principles of Germany's annual burden; IX. Normal resources from which payments are made; X. Summary of provision for treaty payments; XI. Inclusive amounts and deliveries in kind; XII. How the annual payments are made by Germany; XIII. How the payments are received by the creditors; XIV. Guaranties, in addition to railway and industrial bonds; XV. External loan—its conditions and purpose; XVI. Organization; XVII. The nature of the plan.

Treaties.—In drafting a treaty there must be (1) the enumeration of the high contracting parties; (2) a preamble which states the purpose of the treaty; (3) a list of the names and official designation of the plenipotentiaries (in the case of the American delegation the members are described as "citizens of the United States"); (4) a statement that they have produced, communicated, or exchanged their respective full powers which were found in good and due form; (5) a statement that they have agreed as follows; (6)

an enumeration of the articles of agreement beginning with the most general, next the particular items, and finally the articles, if any, which provide for the execution of the preceding articles (these articles for convenience may be divided into chapters); (7) an article providing for ratification and for a place and time of exchanging ratifications; (8) a clause in case there are two official languages that both texts are authentic and shall remain deposited in the archives of a designated country; (9) a clause that "in witness whereof" or "in faith whereof" the respective plenipotentiaries have signed the treaty; (10) the particulars of the locality, date of signing, the signatures and seals.

Who signs, the order of signature, ratifications and their exchange are described in Sir Ernest Satow's "*International Congresses*," previously cited.

APPENDIX A

CALL OF THE NATIONAL CONFERENCE ON THE TAXATION OF ESTATES AND INHERITANCES

January 21, 1925.

My Dear Governor _____:

Under the auspices of the National Tax Association a Conference on the Taxation of Estates and Inheritances will be held in Washington on February 19-20, 1925. It is earnestly hoped that every state in the Union will be represented by the Governor or by delegates designated by him who will be qualified to participate in the discussions and to present the views of their respective states.

The President of the United States will address the delegates; and leading economists and experts in taxation, members of Congress and officials of the Treasury will participate in the discussions. The Conference will be national in scope and entirely non-political in character. It is intended that there shall be a frank and impartial presentation of the difficulties in the existing situation and an unbiased discussion of possible methods of relief.

Informal inquiries indicate that nearly every State will be represented—some by the Governor in person, a larger number by their tax officials or expert legal officers, and a few by their representatives or senators who are already in Washington. The subject is recognized as one of great importance to the Federal Government and of deep concern to the several States.

The National Tax Association has the honor to invite you to attend the Conference and to designate such delegates as you may see fit to represent your State. It is suggested that delegates be selected, as far as possible, from among public officials whose duties require them to deal directly with the administration of tax laws, or who have a responsibility for legislative pro-

posals, and persons who through study or occupation are familiar with and actively interested in taxation. If you will be good enough to send us promptly the names of your delegates, the Secretary of the association will be able to forward to the Chairman of the delegation the program and other necessary details and such literature as may be helpful on the subject to be discussed.

With much respect, I am

Sincerely yours,

(Signed) THOMAS WALKER PAGE,
President, National Tax Assn.

*26 Jackson Place, N.W.,
Washington, D.C.*

CALL TO THE SIXTH ANNUAL CONVENTION OF THE
NATIONAL LEAGUE OF WOMEN VOTERS

The Board of Directors of the National League of Women Voters hereby calls the affiliated State Leagues and associate members to send delegates to the Sixth Annual Convention, to be held at Richmond, Virginia, from the 16th to the 22nd of April, 1925.

The months since our last convention have rounded out a full cycle of the experience of women as voters in all the States. By participation in the nominations, campaigns, and elections of the summer and autumn our sense of responsibility for the voting habit has been deepened and our understanding of the causes of non-voting has been quickened.

More recently the obligation to support needed legislation with abundant and tested facts has led us to consider with profound earnestness what kind of government public welfare requires.

The immediate common undertaking of great groups of women to seek and find causes and the cure of war affords a means through common agreement of releasing new power in constructing the long road toward the common goal of abiding peace.

Therefore, the delegates of the State Leagues are called

into convention to distill the essence of the year's informing experience:

That questions may be pertinently answered;
That plans may be made practical and vital;
That ends highly resolved may be rooted in the
conviction of all.

BELLE SHERWIN, *President.*

CARRIE CHAPMAN CATT, *Honorary President.*

JULIA C. LATHROP, *First Vice-President.*

MINNIE FISHER CUNNINGHAM, *Second Vice-President.*

RUTH MORGAN, *Third Vice-President.*

ELIZABETH J. HAUSER, *Secretary.*

KATHARINE LUDINGTON, *Treasurer.*

HELEN KING CHEESMAN, *Director, First Region.*

GERTRUDE ELY, *Director, Second Region.*

ADELE CLARK, *Director, Third Region.*

SUSAN F. HIBBARD, *Director, Fourth Region.*

MARGUERITE M. WELLS, *Director, Fifth Region.*

MARGRETTA S. DIETRICH, *Director, Sixth Region.*

FREDERIKA M. SHOCKLEY, *Director, Seventh Region.*

APPENDIX B

OUTLINE OF INVESTIGATION PREPARED FOR THE USE OF THE UNITED STATES COAL COMMISSION, 1922-23, BY MR. F. G. TRYON, STATISTICAL ADVISER

What conditions will yield plenty of coal at the lowest price consistent with decent living for the workers and fair profits for the owners, not merely in the present year but in the years to come?

- I. Are the workers getting a "decent living"?
- II. Are the owners getting a "fair profit"?
- III. How can the country be assured of "plenty of coal," and why has there sometimes been shortage instead of plenty?
- IV. Can the price of coal be lowered by reducing any element of cost or profit, and still yield "decent living" and "fair profit"?
- V. Is our coal being mined with reasonable regard for the supply available in years to come?

PART I

1. How much do miners earn?
 - (a) Wage rates.
 - (b) Opportunity to work.
 - (c) How much do miners take advantage of opportunity to work?
 - (d) Earnings.
2. How do miners live?
 - (a) Make-up of mining population.
 - (b) Living facilities.
 - (c) Cost of living.
 - (d) Income and expenses of typical families.
 - (e) Is mining especially dangerous or unhealthy?
 - (f) Citizenship and civic rights.
 - (g) Individual workman and his employer.
3. Appraisal of general living conditions.
 - (a) Housing.
 - (b) Sanitation and medical facilities.

- (c) Food and clothing.
- (d) Educational facilities.

PART II

1. Profits of land holding companies.
 - (a) Ownership and title of the coal-bearing land.
 - (b) Costs and profits of land holding companies.
 - (c) Aggregate cost to consumer of carrying reserve lands, including rents, royalties and depletion charges.
2. Costs, investment and profits of operating companies.
 - (a) Cost of production.
 - (b) Selling costs of operating companies.
 - (c) Sales realizations and gross margins per ton.
 - (d) Investment and profit of mining companies.
 - (e) Have these profits been "fair"?
3. Costs, investments and profits of wholesale coal dealers.
 - (a) Wholesalers *not* physically handling coal.
 - (b) Wholesalers physically handling coal.
4. Costs, investments and profits of retail coal merchants.
 - (a) Costs.
 - (b) Investment of retailers.
 - (c) Gross margins of retailers.
 - (d) Profits.

PART III

1. A history of the periods of shortage and run-away prices.
 - (a) Prices for twenty years.
 - (b) Periods of shortage.
2. Have the shortages been due to lack of coal in the ground or lack of facilities to mine it?
 - (a) Bituminous coal and lignite.
 - (b) Anthracite.
3. Have the shortages been due to combinations in the trade to control supply and maintain prices?
 - (a) Have there been combinations among the operators?
 - (b) Have there been combinations to control price among the wholesalers and retailers?
 - (c) If there be found evidence of combination, what, if any, recommendations have the Commission to make?
4. Have the shortages of coal been due to shortages of labor at the mines, other than labor strikes and lockouts?
 - (a) In the bituminous fields—in the aggregate, a surplus of labor.
 - (b) In the anthracite region.
 - (c) Would the total supply of all coal, anthracite and bituminous, be increased by recruiting more men?
5. Have the shortages been due to strikes (and lockouts) and how can shortages arising from this cause be minimized hereafter?
 - (a) Effect of strikes upon supply and prices.
 - (b) Causes of the strikes.

- (c) How may wages (and other issues) be adjusted without strikes, at least without general suspensions?
6. Have the shortages been due to transportation, and what can be done to prevent breakdown of transportation hereafter?
 - (a) Effect of transportation disability upon supply and prices.
 - (b) Elements in transportation disability.
 - (c) Can anything be done to prevent strikes (and lockouts) of railroad labor?
 - (d) What should be done to overcome effects of big storms blocking traffic?
 - (e) What should be done to overcome the effects of the inadequate equipment and traffic arrangements?
 - (f) Water transportation as a factor in shortage and high price.
7. Conditions associated with periods of shortage that add to the difficulties of the consumer and increase the price.
 - (a) Failure of contract deliveries.
 - (b) Poor quality and preparation of coal.
 - (c) Pyramiding sales and brokers' margins.
 - (d) "Assigned cars" and "confiscation of railway fuel."
 - (e) Panic demand from consumers.
8. Should consumers store more coal in anticipation of shortages, and if so, how can such storage be promoted?
 - (a) Storage as consumer's insurance.
 - (b) Extent of storage as now practiced.
 - (c) How much should be stored?
 - (d) What can be done to promote storage against emergencies?
9. When a crisis in coal supply occurs what measures should be taken to meet it?
 - (a) Experiments in control during emergencies.
 - (b) Legal basis for control during emergencies.
 - (c) What methods or what new legislation does the Commission recommend to meet emergencies?

PART IV

1. The several elements in the delivered cost of coal, and their relative importance.
 - (a) Costs of a typical shipment traced from the coal bed to the bin of the consumer, with freight, wholesale and retail charges itemized.
 - (b) Elements in the delivered cost of coal in fifteen large cities.
2. "Irregular production"—the principal source of waste in the bituminous industry.
 - (a) Costs of irregular operation to the consumer.
 - (b) The elements in lost working time of the mines.
 - (c) Mine idleness due to business cycle.
 - (d) Mine idleness due to "car shortage."
 - (e) Mine idleness attributable to labor.

- (f) Mine idleness attributable to seasonal demand.
- (g) Mine idleness through sheer overdevelopment.
- 3. Other causes of high production costs.
 - (a) Union regulations that tend to increase costs.
 - (b) Increase in cost due to absenteeism and labor turnover.
 - (c) Increase in cost through inefficiency of labor.
 - (d) Increase in cost due to petty strikes.
 - (e) Poor equipment.
 - (f) Inefficient management.
- 4. Can the cost of transportation be reduced?
 - (1) The interdependence of coal and rail transportation.
 - (2) The relative growth of coal production and transportation.
 - (3) Irregularity in transportation demand of coal industry.
 - (4) Waste of equipment in serving wagon mines and too many small mines.
 - (5) Inadequate or defective traffic arrangements.
 - (6) Needlessly long hauls and circuitous hauls.
 - (7) Loss of transportation resulting from competitive policies of railroads.
 - (8) Possible remedies.
- 5. Can the costs of wholesale distribution be reduced?
 - (a) A statement of the elements in the cost of wholesaling.
 - (b) Description of the system of wholesale marketing of coal in the United States.
 - (c) Can coal contract system be improved so as to stabilize the business?
 - (d) Pooling of coal—bulk handling at ports or transshipping points.
 - (e) Commercial grading, trade names and advertising.
 - (f) Coal exchanges.
 - (g) Co-operative marketing as a means of stabilizing the coal industry.
 - (h) Co-operative purchasing and storage.
- 6. Can the costs of retailing be reduced?
 - (a) The several elements in the cost of retailing.
 - (b) Description of the system of retail coal marketing.
 - (c) Competitive wastes in retail distribution.
 - (d) Trade losses of the retailer that add to his costs.
 - (e) Stabilizing seasonal demand.

PART V

- 1. How much coal have we?
 - (a) Original tonnage, estimated by the field geologists.
 - (b) Recoverable tonnage—estimates of the engineers, made in light of present mining practice.
 - (c) Much of the unmined reserve is low rank bituminous or lignite.
- 2. How fast are we using the coal?
 - (a) The trend of consumption—estimates of future consumption with allowance for loss in mining.
 - (b) Substitutes for coal—a review of present-day expert opinion as to

the future of oil, water power and other sources of power and heat.

3. Is there any indication of increase in cost or of necessary shift in the location of fuel-burning industries at an early date?
4. Are we exercising reasonable care in mining?
 - (a) What percent of the coal in the ground is being extracted and what percent is being left under ground?
 - (b) What percent of extraction ought to be obtained in the United States?
 - (c) Has Congress power to legislate concerning waste in mining? Have the States such power?
 - (d) What, if anything should be done to prevent waste?

APPENDIX C

OUTLINE OF DISCUSSION AND PROGRAM OF THE INVITATION CONFERENCE ON EMPLOYEE REPRESEN- TATION, CLEVELAND, OHIO, NOVEMBER 13 AND 14, 1924, BY THE PRODUCTION EXECUTIVES' DIVISION OF THE AMERICAN MANAGEMENT ASSOCIATION

OUTLINE OF DISCUSSION

Those who relate their experiences will cover the following outline:

- | | |
|--------------------------------|---|
| 1. Organization | A rapid sketch of a few salient points merely as a background for the consideration of the subjects which follow. |
| 2. Early Stages of Development | |
| 3. Current administration | Emphasis to be laid upon these phases, with concrete illustrations when possible. |
| 4. Results secured | |
| 5. Problems met | |
| 6. Dangers to avoid | |

The discussion which is to take place on the second day will follow this general outline in order that the subject matter presented on the previous day may receive proper consideration. This will tend also to keep the discussion within reasonable channels and enable the utmost to be secured from the Conference by all. Many points have been suggested for discussion, and these will be taken up at that time. They are as follows:

I. ORGANIZATION

Is there a minimum or maximum limit to the size of a company that can use the plan?

How should the plan be presented to the Management and to the Employees?

Is it wise to start the plan in the entire plant or in a selected group?

II. EARLY STAGES OF DEVELOPMENT

Failure of plans vs. Successful organizations.

Dependent upon

- A. Attitude of management
- B. Scope of activities permitted

- C. Activities actually being developed
- D. Steady progress and expansion necessary
- E. Type of leadership

III. CURRENT ADMINISTRATION

Who should operate—Plant Superintendent or Personnel Department?

Who should write the minutes?

Are verbatim reports made of meetings?

How should minutes be broadcasted—bulletin boards—plant paper?

Should the organization have power of recommendation only—Staff vs. Line functions?

Foreman's ability to obstruct—does it limit his powers?

Meeting regular or only subject to call—how often?

Should Chairman have voting power at all?

Workers paid for time—how estimated?

Does Company pay for time taken for Committee Meetings and investigations, as well as time for regular meetings?

Do workers respect confidential information?

How quickly are decisions given on matters referred to Management?

In wage disputes, does decision date back to time of its presentation?

When wage schedules are made up at stated periods, is it the rule to discuss them with Council before general issue?

Do employees evince interest in Council Matters by asking representatives about meetings? Do they read the minutes?

What proportion of representatives are (1) re-elected (2) replaced?

Is there much competition in elections?

Do the workers take the elections seriously?

Has the power of recall ever been exercised; if so, for what reasons?

IV. RESULTS, PROBLEMS, AND DANGERS

A. Results secured—as to

1. Improved working conditions
2. Wage adjustments
3. Methods of production—(teamwork—rewards)
4. More intelligent workmen (through education in economics, management problems, production methods)

B. Problems Met

1. Discharge of former Council Representatives
2. Choice of poor representatives
3. "Rubber stamped" Management Representatives
4. Arbitration—Is it mandatory or optional—has it ever been used—if so, results?
5. Difficulty in getting representatives to speak frankly or freely
6. How far should employee representation go? To actual industrial democracy which runs the business? Should its powers be limited to advice and recommendation?
7. To what degree should business policies, finances, etc., be discussed?
8. If education is one of the important factors in Employee Representation plans, should a systematic course of elementary

economics, business procedures, etc., be instituted? Or should topics be taken up as circumstances indicate?

C. Dangers to avoid

1. Workers may "Take the bit in their mouths"
2. Friction with line organization
3. Using up unnecessary production time
4. Clogging meetings with trivial matters
5. Do representatives "lose their heads"?

PROGRAM

Thursday, November 13

8:30 A.M.	Registration
10:00 A.M.	Opening Remarks by Charles R. Hook, Vice-President and General Manager, American Rolling Mill Company, Vice-President in Charge of Production Executives' Division, American Management Association
10:15 A.M.	"The Purpose and Method of the Conference," by Alfred E. Shipley, Chairman, Program Committee
10:30 A.M.	"Is Employee Representation Growing?" by J. A. Morford, Manager, Industrial Relations Department, National Industrial Conference Board
11:00 A.M. to 12:45 P.M.	Experiences of Representative Companies covering topics outlined on opposite page: <ol style="list-style-type: none">1. Dutchess Manufacturing Company, by F. L. Sweetser, General Manager2. Kimberly Clark Company, by S. F. Shattuck, Treasurer3. Commonwealth Edison Company, by Homer Niesz, Industrial Relations Manager
12:45 P.M. to 2:00 P.M.	LUNCHEON
2:00 P.M. to 4:00 P.M.	F. L. Sweetser, Dutchess Manufacturing Company, <i>Presiding</i> <ol style="list-style-type: none">4. Pacific Mills, by Gilbert Francke, Service Manager

5. Philadelphia Rapid Transit Company, by Dr. A. A. Mitten, Manager of Industrial Relations
 6. American Multigraph Company, by T. H. White, Manager, Industrial Relations
- 4:00 P.M. "Why and How We Changed Our Plan," by C. Slusser, Factory Staff Manager, Goodyear Tire and Rubber Company
- 6:30 P.M. INFORMAL DINNER—Rainbow Room of the Hotel Winton, *Hotel Winton Orchestra*

SPEAKERS

- "The New Era and its Opportunities," by Hal S. Ray, Director of Personnel and Public Relations, Chicago, Rock Island & Pacific Railway
- "Industry and the Man," by Dr. Charles A. Eaton, Director of Industrial Relations, National Lamp Works
- "Joint Representation with Particular Reference to the Experience of the Colorado Fuel and Iron Company," by A. H. Lichty, Vice-President, Colorado Fuel and Iron Company

Friday, November 14

- 10:00 A.M. Discussion of the topics outlined on the opposite page
- to
- 12:45 P.M. Alfred E. Shipley, Personnel Director, Knox Hat Company, *Presiding*
- 2:00 P.M. Arthur H. Young, Industrial Relations Counsel, Curtis, Fosdick and Belknap, *Presiding*
- 3:45 P.M. "The High Points of this Conference," by E. K. Hall, Vice-President, American Telephone and Telegraph Company

APPENDIX D

AGENDA

C. R. B. EDUCATIONAL FOUNDATION, INC.
ANNUAL MEETING
AT 42 BROADWAY, NEW YORK
2:30 P. M. ON FEBRUARY 24, 1925

1. Call for the meeting and examination of proxies.
2. Minutes of December 2, 1924, stated meeting. (These minutes have been circulated to all members).
3. Formal report on activities of the Foundation during the year 1923, by Executive Committee.
4. Report of Finance Committee.
5. Report of Nominating Committee.
6. Report of Committee on Visiting Professors.
7. Report of American Fellowship Committee. Suggested changes in selection of American Fellows.
8. Announcement of proposed appointment of advanced Belgian Fellows.
9. Brussels University Building Program—
 - (a) Building progress.
 - (b) Second supplemental agreement.
10. Situation of Louvain Library Building and possible aid by Foundation.
11. Announcement of coming arrival in U. S. A. of the Librarian of Louvain University, Abbé Van Cauwenberg.
12. Suggested C.R.B. Fellowship for a Belgian at the Walter Hines Page School of International Relations.
13. Activities of Alumni Club in Belgium with establishment of Library of American periodicals there.
14. Establishment of C. R. B. club in Boston.
15. Other business.

APPENDIX E

WORK CALENDAR FOR THE THIRTEENTH ANNUAL
MEETING OF THE CHAMBER OF COMMERCE OF THE
UNITED STATES

WASHINGTON, D. C.

WEDNESDAY, THURSDAY AND FRIDAY, MAY 20, 21 AND
22, 1925

AND MEETING OF THE NATIONAL COUNCIL
TUESDAY, MAY 19, 1925

JANUARY 7, 1925. Order formal invitations.

JANUARY 8, 1925. Order badges.

JANUARY 9, 1925. Order credentials for National Councillors, Delegates and Substitutes.

JANUARY 10, 1925. Order hotel folders.

FEBRUARY 2, 1925. On or before send formal notice of annual meeting to the following:

1. Members:
 - a. Organization,
 - b. Associate, including Associate Service Members,
 - c. Individual.
 2. Officers and Directors.
 3. National Councillors and Substitute National Councillors.
 4. Delegates and Substitute Delegates appointed or reappointed since last annual meeting, May 6-8, 1924.
 5. Members of Committees.
 6. Presidents of Organization Members.
- Continue to send to each of the above

as elected or designated until May 9, 1925.

FEBRUARY 16, 1925. Send letter to Organization Members, together with form indicating National Councillors, Delegates and Substitutes appointed to represent each last year and requesting confirmation or appointment of National Councillors, Delegates and Substitutes; also send forms of credentials and mimeograph copies of by-laws regarding representation, voting strength and appointment and duties of National Councillors, Delegates and Substitutes.

Continue to send to all Organization Members as elected to May 9, 1925, except form indicating National Councillors, etc., appointed to represent organization last year.

FEBRUARY 15, 1925. Send notice to Organization Members that questions to be considered at the Thirteenth Annual Meeting must be received at the National Headquarters on or before April 10, 1925. Continue to send to each Organization as elected until April 2, 1925.

MARCH 2, 1925. Send letter to all National Councillors and Substitutes re duties, advising of meeting of National Council on Tuesday, May 19, 1925, and requesting attendance at that meeting and also at annual meeting.

Continue to send to each National Councillor and Substitute as appointed or reappointed to May 9, 1925.

MARCH 2, 1925. Send letter to all Delegates and Substitutes appointed or reappointed regarding duties and request attendance at annual meeting.

- MARCH 12, 1925. Continue to send to each Delegate or Substitute appointed or reappointed until May 9, 1925.
- MARCH 16, 1925. Send to entire list of those invited to attend annual meeting hotel folder containing information regarding hotel rates in Washington and urge that accommodations be reserved at as early a date as possible.
- MARCH 20, 1925. Continue to send to all in classes invited as designated or elected to May 9, 1925.
- MARCH 23, 1925. Send letter to all Organization Members that questions to be considered at Thirteenth Annual Meeting must be received from members on or before April 10, 1925.
- MARCH 25, 1925. On or before this date send notice to members regarding any proposed amendments to by-laws.
- MARCH 31, 1925. Send follow-up letter to all Organization Members urging appointment of National Councillors, Delegates and Substitutes if action has not already been taken; send copy of letter to Presidents and National Councillors asking co-operation.
- MARCH 25, 1925. Send to all persons and organizations who received invitation or notice to attend Thirteenth Annual Meeting letter enclosing certificates for reduced railroad fares and instructions for their use; in case of secretaries of organizations send sufficient certificates and instructions for each delegate.
- MARCH 31, 1925. Continue to send to all in above classes elected or designated to May 9, 1925.
- MARCH 31, 1925. Send letter over signature of President extending an invitation to Presidents and Secretaries of Organization Members to attend the annual meeting.

APRIL 10, 1925.

Questions to be considered at the Thirteenth Annual Meeting must be received from members today.

APRIL 13, 1925.

Send letter over signature of President to Presidents, Secretaries and National Councillors who have not acted urging appointment of National Councillors, Delegates and Substitutes to attend meeting of National Council and Annual Meeting.

APRIL 14, 1925.

Prepare preliminary outline of subjects and send to the following:

1. Organizations, Associate, including associate service members and Individual Members.
2. National Councillors, Delegates and Substitutes.
3. Officers and Directors.
4. Members of Committees.

APRIL 19, 1925.

On or before this date send list of questions to be considered at Thirteenth Annual Meeting to:

1. Organization, Associate and Individual Members.
2. National Councillors, Delegates and Substitutes.
3. Officers and Directors.
4. Committeemen.

Continue to send to all of above as appointed or designated to May 9, 1925.

APRIL 21, 1925.

Send follow-up letter to Organization Members who have not acted urging the appointment of National Councillors, Delegates and Substitutes.

APRIL 21, 1925.

Send follow-up letter to all National Councillors and Substitutes regarding meeting of National Council, May 19, 1925, urging attendance at that meeting and also at Annual Meeting, and

APRIL 21, 1925.

also to Delegates and Substitutes urging attendance at Annual Meeting.

Send invitations to President Grant's breakfast to Presidents and Secretaries and Board Members of Chamber of Commerce Staff.

APRIL 30, 1925.

Send engraved invitations to Annual Meeting.

APPENDIX F

THE QUESTION OF THE RIGHT TO STRIKE

Published by the National Conference on the Christian Way of Life, 129 East 52nd Street, New York, 1924.

QUESTIONS THAT ARISE FROM THE POINT OF VIEW OF THE WORKER:

1. Is not the power of workers to act in concert in quitting their jobs at will a necessary part of their bargaining power?
2. Would the employer forego his right to lay off his employees at will if the latter would forego their right to strike?
3. Is the striker any more the "cause" of the hardship occasioned by the strike than the employer who is refusing to meet his demands?
4. Will the public give heed to the workers' claims unless a strike brings them forcibly to general attention?
5. Is there a moral claim upon workers to accept the disadvantage of using measures less effective than the strike rather than use a measure of crude coercion?
—Does the morality of the strike as a means depend on the kind of grievance that occasions it?
6. Have strikers a right to try to keep other workers from taking the jobs they have quit?
- If so, how far may their efforts extend without doing violence to the rights of other workers?

QUESTIONS THAT ARISE FROM THE POINT OF VIEW OF THE EMPLOYER:

7. Should the employer be subjected to the risk of sudden desertion by his employees?
8. Is not the strike a short-sighted use of power in that it

destroys any spirit of reciprocity between employer and employee?

9. Should not the machinery by which strikes are called be made more tractable to the considered judgment of the workers before they expect employers to accept it as expressing their will?
 - Is not too much discretion entrusted to labor officials?
 - Cannot strike balloting be made less subject to "crowd psychology"?
10. Does not the sympathetic strike amount to the coercion of other employers on behalf of employees for whom they have no responsibility?

QUESTIONS FROM THE POINT OF VIEW OF THE PUBLIC:

11. Does not a strike that interrupts a necessary public service amount to holding the public to ransom for labor's self-adjudged due?
 - Precisely how is a business or service to be rated as "affected with a public interest" to a degree that warrants public safeguards against its interruption?
12. Does the public interest justify the establishment of compulsory arbitration?
13. In railway service and in other basic industries and services should strikes to secure collective bargaining be precluded by making collective bargaining obligatory?
14. Under present conditions would all the interests be well served by such a measure as the Canadian Act compelling the delay of any threatened strike or lockout until a public investigation, with efforts at conciliation, has taken place?

QUESTIONS THAT ARISE FROM THE POINT OF VIEW OF CHRISTIANITY:

15. Can Christian wage-earners reconcile the strike with the Christian attitude towards the use of force?
16. Is there not an unwritten code among doctors, teachers and other professional workers that makes faithfulness to a task once assumed a matter of professional honor?

- If so, do industrial workers accept a lower standard of occupational conduct?
 - Is their attitude towards their work conditioned on the degree of idealism in the attitude of employers and investors towards the industry they work in?
 - Does the morale that makes for loyalty to one's job depend on a man's getting consideration for his personal feelings?
 - In this respect has the industrial worker the same incentive to loyalty that a professional worker has?
17. Is the strike problem one that can be finally solved only by making motives of service in industry predominate over motives of profit?
- If so, in what practical form can a start be made towards enlisting a spirit of service in employees?

SUMMARIZING QUESTIONS:

- 18. In view of the foregoing discussion are we to concede that under present conditions the strike is sometimes justifiable?
- If so, how are we to discriminate between occasions that justify the strike from occasions that do not?
- 19. Granting a right to strike, what restrictions should be observed as to the methods which the parties to a strike situation may fairly employ?
- 20. Do the conditions that would make strikes unjustifiable involve some form of partnership for labor in industry?

APPENDIX G

NATIONAL DISTRIBUTION CONFERENCE SUGGESTED ORDER OF BUSINESS FOR FIRST MEETING OF COMMITTEE VI

1. Consideration of Chairman's preparatory statement.
2. Discussion of subjects on Tentative Outline of Subjects.
3. Permanent Organization of Committee for conducting its studies.
4. Prospective date for completion of Report.
5. Date and place of next Meeting.
6. Other Business.

A SUMMARY OF THE PROBLEMS

Your chairman hopes that the subjoined summary will prove useful to the members of Committee VI as an approach to their study of the subject *General Conditions Affecting Distribution*.

Would it be well to begin the work of Committee VI by a study of the conditions which have led to existing legislation both as a means for understanding that which has been proposed recently as well as for determining the apparent tendency for the future? Since the Conference divided the first of its subjects into two parts, Federal and State legislation, is it the sense of the Committee that the studies shall be conducted according to this method; and if so, is the work to be assigned to subcommittees, one of which shall have under its consideration Federal legislation and the other, State legislation?

. . . State legislation in its relation to distribution presents a highly complex condition and the Committee may wish to express itself as to how this subject shall be studied as well as on the general nature of the final report. Greatly differing statutes are found in the forty-eight States relating to such conditions as:

- The taxation of merchandise in storage, owned by residents of other States.
 - The validity of arbitration clauses in contracts, particularly those contracts relating to the sale of merchandise.
 - The regulation of house-to-house canvassers or itinerant vendors and other types of non-resident merchants.
 - Standards relating to the quantities contained in merchandise packages.
 - Penalizing dishonesty in commercial dealings such as rendering false financial statements.
- Should the Committee study and report upon this subject in detail or should it present a general report with sufficient examples to illustrate the confusion in State legislation by which distribution is hampered today?

According to what methods will the Committee wish to study the various demands of Government Departments, bureaus and commissions upon distributors and industrialists for reports of facts and figures relating to their affairs? . . .

If the Committee takes the view that the public misunderstanding of distribution has had not only an indirect although strong effect upon legislation but also has led to unfortunate relations between distributors and their customers, will the Committee wish to approach the subject both from the standpoint of legislation and of possible publicity methods for the purpose of enlightening the public mind? Will the Committee therefore express its sense as to the practical means for approaching and conducting this apparently important enterprise?

By the arrangement of topics in the attached statement of the work performed by the Distribution Conference, the subjects are divided into four general types, each of which might be studied by a sub-committee; and if the Committee conceives this as a proper mode of procedure, will it decide upon what, if any, sub-committees should be appointed?

(Signed) SYDNEY ANDERSON,
Chairman, Committee VI,
NATIONAL DISTRIBUTION CONFERENCE.

APPENDIX H

PROPOSED DRAFT OF STANDING ORDERS

NATIONAL CONFERENCE ON.....

ARTICLE I

COMPOSITION OF THE CONFERENCE

The Conference consists of the members of all special committees organized by the President to do the work preliminary to the Conference, official representatives of designated national organizations, and individuals invited to participate.

ARTICLE II

OFFICERS OF THE CONFERENCE

The officers of the Conference consist of the Presiding Officer, the Director, the Secretary and their assistants.

ARTICLE III

SECRETARIAT

The Director of the Conference is responsible for the Secretarial work and shall be assisted by the Secretary, the secretaries of the special committees and such other assistants as he may designate.

The Secretariat of the Conference will be responsible for the receiving, circulation and printing of various documents and for the taking, printing, and circulation of the verbatim record of the proceedings.

ARTICLE IV

COMMITTEES

The Conference may set up special committees for any purpose it may deem advisable.

A committee of selection consisting of the Presiding Officer,

the Director, and the Secretary shall appoint the members of committees.

The Director will designate members of his staff to act as secretaries of committees. A committee will select its own chairman, who shall act as the reporter to present the result of its deliberations to the Conference.

As a general rule committees may meet either during the sessions of the Conference or at some other time and members of the Conference may appoint substitutes to represent them on the committees or in the Conference.

ARTICLE V

RIGHT OF ADMISSION TO THE CONFERENCE

The sessions of the Conference shall be open to the public. Special arrangements shall be made for representatives of the press.

ARTICLE VI

PROCEDURE: FUNCTIONS OF THE PRESIDING OFFICER

The Presiding Officer shall open and close the sessions of the Conference. He shall direct the debates, maintain order, and insure the observance of the standing orders by such means as circumstances may demand, accord or withdraw the right to address the Conference, put questions to the vote, and announce the result of the vote. He shall not take part in the debates and shall not vote.

Robert's Rules of Order shall be accepted as authority as to procedure in all cases not especially provided for in these rules.

ARTICLE VII

RIGHT TO ADDRESS THE CONFERENCE

Any member of the Conference shall have the right to address the Conference but, if circumstances seem to require, the Presiding Officer may rule that the delegate must ask and obtain permission to do so and that speakers shall be called upon in the order in which they have signified their desire to speak.

No member shall speak more than once on the same resolution, amendment or motion without the special permission of the Conference, provided however that the mover of a resolu-

tion shall have the right to speak twice unless the closure has been adopted in accordance with article IX of these rules.

A member may rise to a point of order and such point of order shall be immediately decided by the Presiding Officer.

No speech shall exceed fifteen minutes except by unanimous consent of the Conference.

Interruptions and audible conversation are not permitted.

ARTICLE VIII

RESOLUTIONS, AMENDMENTS, MOTIONS

Any member can move resolutions, amendments, or motions, in accordance with the following rules:

(a) If an amendment to a resolution has been moved, no other amendment, other than an amendment to the original amendment, can be moved until the original amendment has been disposed of.

(b) A member may withdraw an amendment which he has proposed unless an amendment to it is under discussion or has been adopted.

(c) No resolution, or amendment, or motion, can be discussed unless it has been seconded.

(d) "Motions as to procedure" include the following: A motion to refer the matter back; a motion to postpone consideration of the question; a general motion of adjournment; a motion to adjourn a debate on a particular question; a motion that the Conference proceed with the next item on its program.

ARTICLE IX

CLOSURE

A member may move the closure of the discussion whether other members have signified their wish to speak or not, and the Presiding Officer shall be bound to put it to the meeting if at least fifteen members signify their support by rising in their places. If application is made for permission to speak against the closure, it may be accorded to a single speaker.

The closure shall not be moved while a speaker is addressing the Conference.

ARTICLE X

METHOD OF VOTING

The Conference shall vote by a show of hands or by a record vote.

Votes by a show of hands shall be taken by the secretariat and the result announced by the Presiding Officer.

In cases of doubt the Presiding Officer may cause a record vote to be taken.

Record votes shall be taken by roll call by calling upon each individual member in alphabetical order.

The names of the members voting in a record vote shall be recorded in the verbatim report.

It is not within the competence of the Presiding Officer to propose a record vote.

ARTICLE XI

QUORUM

A vote is not valid if the number of votes cast is less than half of the number of members attending the Conference as shown by the record.

ARTICLE XII

MAJORITYS

Subject to the provisions of the preceding article a simple majority of the votes cast by the members present at the session shall be sufficient in all cases.

The Conference cannot decide that more than a simple majority shall be necessary.

ARTICLE XIII

SUBSTITUTES

A member may by notice in writing to the Presiding Officer appoint any one to act as his substitute. Such notice shall be given before the opening of the session unless a new subject comes up for discussion during the course of the session. Substitutes may take part in the debates and may vote under the same conditions as the member.

APPENDIX I

TYPES OF PARLIAMENTARY MOTIONS

The following sections are quoted by permission from "Joining in Public Discussion," by Professor Alfred Dwight Sheffield, New York, George H. Doran Co., 1922:

"Over twenty kinds of parliamentary motions are described in the manuals of procedure. Not all of these are in common demand, and those which are can be kept in mind more easily by thinking of them as composing four types of motion . . .

- "(1) Principal motions
- "(2) Subsidiary motions
- "(3) Incidental motions
- "(4) Privileged motions.

" . . . *Principal motions* are motions that bring matters for consideration before the meeting. They start the debate. A principal motion takes precedence of no other motion; that is, it may not interrupt the meeting's action upon a motion of any other type, whereas any such other motion may, while a principal one is under debate, be presented and must then be acted on before the meeting returns to the principal question.

"Two principal motions are important:

- "1. A main motion is a motion that starts a new subject of consideration. Once started, its consideration cannot be interrupted by another main motion.
- "2. A motion to rescind is one that would annul some action which the body has taken at a previous session. An action taken at the present session can be brought again into question only by the motion "to reconsider."

"*Subsidiary motions* are motions applied to other motions to the end of modifying them or disposing of them appropriately. Subsidiary motions take precedence of principal motions, but they yield precedence to incidental and privileged motions.

"Five subsidiary motions deserve attention:

"1. A motion to amend is one that would modify the purport of a motion under debate. An amendment may itself be amended but this 'secondary' amendment may not be amended in turn.

"Amendments take four common forms:

(a) 'I move to amend the question by striking out' (such and such words).

(b) 'I move to amend by inserting (or adding) (such and such words).

(c) 'I move to amend by dividing the question so as to make the following distinct propositions' . . .

(d) 'I move to amend by substituting for the words (here state them) the following' . . . or—

'I move to amend the question by substituting for it the following' . . .

"An amendment may be hostile but it must be 'germane.' For example, a motion 'to extend X a vote of thanks' may be amended by substituting 'censure' for 'thanks,' but it cannot be amended to make it a motion 'to order X to deposit fifty dollars in the treasury.' When adopted, an amendment becomes part of the main motion, which then awaits the meeting's action 'as amended.'

"2. A motion to refer the question to (such and such) a committee is one which would remove the question from the present body until it shall be reported upon.

"3. A motion to postpone the question until a certain time would obviously defer the body's action upon it until that day.

"4. A motion for the previous question is one that would suppress further debate on a question before the meeting. It is itself undebatable and unamendable, and it requires a two-thirds vote to pass.

"5. A motion to lay the question on the table is one which would postpone action upon it indefinitely. (The so-called motion 'to postpone indefinitely' is really a motion to suppress the question altogether. Its use in the case of most questions savors of sharp practice and should be discountenanced). It is undebatable and unamendable. The question that it postpones may

be taken up again at the same, or at a later meeting by a motion to take the question from the table.

"The ranking order among these subsidiary motions may be remembered with the help of a little diagram. Thus—

Main Motion			Undebat.	Unamend.
		1. Amend		
		2. Refer to Committee		
		3. Postpone to a certain time		
	4. Previous question		X	X X
5. Lay on the table			X	X

The diagram shows number 1 (to amend) to have the lowest rank in point of precedence, and number 5 (to lay on the table) the highest rank. It means, for example, that a motion to refer to committee is "in order" while a motion to amend is pending, but not while the motion to postpone to a certain time is pending.

"*Incidental motions* are motions that arise incidentally to the consideration of any of the preceding motions. They yield to privileged motions only. Except for the appeal (in most cases) they are undebatable.

"Three incidental motions deserve special attention:

"1. A motion for leave to withdraw the question is one that would expedite action where the maker of the original motion has changed his mind about it. The original mover may simply 'ask leave to withdraw (or modify)' his motion, and the chairman may then declare that unless objection is offered, the motion stands withdrawn (or modified as asked). If objection is made, any member may then move for leave to withdraw (or modify) the question. The motion is undebatable and may not itself be modified by a subsidiary motion.

"2. An appeal from the decision of the chair is a motion to secure from the whole body a ruling on a 'point of order' (usually a question of indecorum or irregularity in procedure). Any member has at any time (even while another 'has the floor') the right 'to rise to a point of order,' and the chairman must then offer a ruling on his challenge. If any one objects to the decision, he may then appeal to a vote upon it.

"An appeal is debatable, except—

"(a) When it relates to a point of decorum.

"(b) When it relates to priority of business.

"(c) When it arises out of an undebatable question

"3. A motion to reconsider is one that would bring up, for modifying or annulling, an action taken during the current session. Only a member who voted on the prevailing side (whether affirmative or negative) of the question to be reconsidered is entitled to make this motion. If adopted, it places the original question before the meeting exactly where it stood just before voted upon.

"Privileged motions are certain motions that deal with the needs and rights of the assembly. They take precedence of all other motions, except certain motions either arising out of, or applied to themselves.

"Two are especially important—

"1. A question of privilege is a motion that would secure to the assembly or to any of its members some right, whether of comfort, dignity, or repute. When a member has 'stated his question of privilege,' the chairman may either act on it as a suggestion, put it as a motion, or rule it out (subject to appeal) as not properly a question of privilege.

"2. The motion to adjourn is one that would bring the meeting to a close. It is undebatable and yields only to a motion to fix the time for reassembling."

APPENDIX J

MINUTES OF THE THIRTY-SIXTH ANNUAL MEETING OF THE RAILWAY ACCOUNTING OFFICERS ASSOCIATION, SAN FRANCISCO, CALIFORNIA, JULY 9, 10 AND 11, 1924

ASSEMBLING.—The convention assembled at the Fairmont Hotel on July 9 at 10 A.M., Pacific time, the President, Mr. A. J. County, in the chair.

QUORUM PRESENT.—Members in attendance having registered with the Secretary, a quorum was found to be present. The names of members present are indicated by asterisks (*) on the roll of members appended hereto.

INVOCATION.—The meeting was opened with invocation by the Rev. Walter John Sherman, Pastor of the Central Methodist Church of San Francisco.

PRESIDENT'S ADDRESS.—The President, Mr. A. J. County, delivered an address, the text of which is appended hereto.

SYMPATHY FOR THE PRESIDENT AND MRS. COOLIDGE.—By rising and remaining silent, the Association manifested its sympathy for the President of the United States and Mrs. Coolidge in the loss of their son.

VOTE OF THANKS TO THE COMMITTEE ON ARRANGEMENTS.—By unanimous rising vote, the Association expressed to the Committee on Arrangements, especially the Chairman thereof, the Association's appreciation of the splendid arrangements made by the Committee.

MEMORIALS TO DECEASED MEMBERS.—The Secretary having announced the death of:

William H. Burk
Henry S. Hastings
John Edward Shannon
John Francis Mitchell

special committees appointed by the President to prepare appropriate memorials presented their reports, and such reports were by unanimous, silent, and rising vote adopted. The texts of the memorials are appended hereto.

NEXT ANNUAL MEETING.—The Association left with the Executive Committee the matter of fixing the time and place of the next (1925) Annual Meeting of the Association.

ADOPTION OF MINUTES.—The minutes of the last annual meeting having been printed in the Thirty-ninth Report and sent to each member, the following preamble and resolution upon the subject were offered and unanimously adopted:

Whereas, The minutes of the last annual meeting having been printed and sent to each member, therefore,

Resolved, That the reading of the minutes of the last annual meeting shall be dispensed with and the said minutes as printed are hereby adopted.

REPORT OF EXECUTIVE COMMITTEE.—The report of the Executive Committee was received, considered section by section, action taken thereon as indicated, and adopted as a whole. The text of the report of the Executive Committee, as adopted, is appended hereto.

(The reports of the other committees then follow.)

REPORT OF COMMITTEE TO AUDIT SECRETARY'S ACCOUNTS.—The Committee reported that it had audited the Secretary's accounts and that the usual financial statements have been made a part of the Association's records.

AMENDMENT TO THE CONSTITUTION.—The following amend-

ment to the Constitution, submitted by Mr. E. M. Thomas, was adopted by the Association:

Eliminate the word "second" in the first line in Article IX of the Constitution so that the Annual Meeting of the Association could then be held on any Wednesday in any of the months of April, May, June, July, August, or September of each year.

ELECTION OF OFFICERS.—The following officers were elected to serve until the next Annual Meeting:

President—E. M. Thomas.

First Vice-President—W. C. Wishart

Second Vice-President—G. E. Bissonnet.

Secretary—E. R. Woodson.

ELECTION OF MEMBERS OF THE EXECUTIVE COMMITTEE.—The following members were elected to serve on the Executive Committee to take the place of retiring members:

For Two Years:

J. J. Ekin.

E. A. Stockton.

C. A. Lutz.

For One Year:

T. O. Edwards.

W. B. McKinstry.

NEW BUSINESS.—Notice was given, on behalf of the Committee on Terminal Companies' Accounts, for action at the 1925 convention, of a proposed amendment to the Constitution providing that the sixth item of Article VIII be changed to read:

(6) A Committee on Terminal Companies' Accounts consisting of fifteen members.

Notice was given by Mr. W. C. Wishart, for action at the 1925 convention, of a proposed amendment to the Constitution providing for the creation of associate membership in the Association, to which retired accounting officers would be eligible. This proposed amendment to the Constitution was, by the Association, referred to the Executive Committee for consideration and report.

THANKS TO RETIRING OFFICERS AND OTHERS.—The following resolution was adopted:

Resolved, That the Association hereby expresses to retiring officers and members of committees its deep appreciation of their services rendered during the past year; also to transportation lines, the Pullman Company, and the management of the Fairmont Hotel for courtesies extended and facilities furnished.

ADJOURNMENT.—On motion, the meeting adjourned in the afternoon of July 11, 1924.

E. R. WOODSON,
Secretary.

APPENDIX K

NEW YORK STATE BRIDGE AND TUNNEL COMMISSION
AND NEW JERSEY INTERSTATE BRIDGE AND TUNNEL
COMMISSION

REPORT OF C. M. HOLLAND, CHIEF ENGINEER
December 31, 1919.

NEW YORK STATE BRIDGE AND TUNNEL COMMISSION AND NEW
JERSEY INTERSTATE BRIDGE AND TUNNEL COMMISSION:

Gentlemen: In carrying out your instructions to report on a plan, type and size of tunnel for vehicular traffic under the Hudson river, with a tentative estimate of cost of construction, it was apparent to your Engineer after a survey of the project that the important features were as follows:

I. LOCATION.

1. Limitation by legislation.
2. The territory to be served.
3. Alignment.
4. Approaches.
5. Depth fixed by United States Government.
6. Grades.

II. SURVEYS AND BORINGS.

III. TRAFFIC.

IV. CAPACITY.

V. TUNNEL SECTION.

1. Headroom
 - (a) Heights of vehicles.
2. Width of roadway.
 - (a) Widths of vehicles.
 - (b) The number of lines of vehicles to be carried.
 - (c) Safe and convenient operating clearances between vehicles.
3. Space for ventilation.

VI. VENTILATION.

1. The amount and composition of exhaust gases from automobiles.
2. The proper removal or dilution to render the exhaust gases harmless.
3. Method and equipment.

VII. TYPE AND METHOD OF CONSTRUCTION.

1. Shield driven tunnel.
2. Trench tunnel.
3. Caisson tunnel.

VIII. ESTIMATES.

1. Construction.
2. Real estate and easements.
3. Operation.
4. Income.

IX. AMORTIZATION OF COST OF TUNNEL.

It was found necessary in order to obtain the desired information for a complete analysis of the tunnel project to make extended investigations. This information is preserved in the form of Appendices so that you may be in a position to judge as to the adequacy of the data upon which the conclusions are based.

In accordance with your instructions, all previous reports which have been made in connection with the vehicular tunnel have been carefully examined and every effort has been made to comply with your desire to arrive at an early decision, based on a thorough study of the project, with impartiality so that the questions which have arisen from every source may be completely answered. From the investigations which have been made and the conferences with the board of consulting engineers, the conclusions reached are submitted herewith.

(Report of the New York State Bridge and Tunnel Commission, 1920, pp. 31, 32.)

APPENDIX L

ACKNOWLEDGMENTS AND BIBLIOGRAPHY

Acknowledgments: The writer is indebted to more than one hundred and fifty friendly critics as indicated in the Introduction. It is probably invidious to single out some of these for mention and to omit others, but a particularly heavy debt of gratitude is owing to Miss Grace Abbott, Chief of the Children's Bureau, U. S. Department of Labor; Mr. Frederick L. Allen of Harper and Brothers; Mr. William H. Allen, Chief Assistant, Board of Education, the City of New York; Mr. C. L. Barnum, Consulting Engineer; Captain Elbridge Colby, General Staff, U. S. Army; Mr. Morris L. Cooke, Consulting Engineer; Mrs. Edward P. Costigan; Mr. Stuart M. Crocker, Assistant to Mr. Owen D. Young, Chairman of the Board, General Electric Company; Professor Harrison Elliott, Union Theological Seminary; Mr. F. Stuart Fitzpatrick, Assistant Chief, Organization Service Bureau, Chamber of Commerce of the United States; Mr. George B. Ford, Vice-President, Technical Advisory Corporation; Mr. Hugh F. Fox; Mr. Alan B. Goldsmith, Mr. Ernest Greenwood, Dr. John M. Gries, all of the Department of Commerce; Mr. E. K. Hall, Vice-President of the American Telephone and Telegraph Company; Honorable Herbert Hoover, Secretary of Commerce of the United States; Mr. R. M. Hudson of the Department of Commerce; Mr. Mark M. Jones of Curtis, Fosdick and Belknap; Mr. W. M. Kinney, General Manager, Portland Cement Association; Mr. Bruno Lasker of The Survey; Mr. Edward W. Libbey of the Department of Commerce; Professor Samuel McCune Lindsay of Columbia University; Mr. Leifur Magnusson, American Correspondent of the International Labour Office; Mr. H. M. Marks of the Printers' Ink Publications; Professor Rodney L. Mott, University of Chicago; Honorable B. M. Myer

of the Interstate Commerce Commission; Mr. Lithgow Osborne; Professor Pitman B. Potter, University of Wisconsin; Mr. Ernest Priest of the Department of Commerce; Mr. Walter S. Rogers; Mr. A. W. Shaw, President of A. W. Shaw Company; Professor Alfred Dwight Shefford of Wellesley College; Dr. Edwin E. Slosson of Science Service; Dr. Worth M. Tippy of the Federal Council of Churches of Christ in America; Mr. J. David Thompson of the National Research Council; Mr. F. G. Tryon of the U. S. Geological Survey; Mr. Lupton A. Wilkinson, Publicist; Mr. Whiting Williams, Counselor in Industrial and Public Relations; Mr. Walter Wyman of the Carter's Ink Company; Honorable J. Butler Wright, Assistant Secretary of State; and Professor Robert M. Yerkes of Yale University.

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